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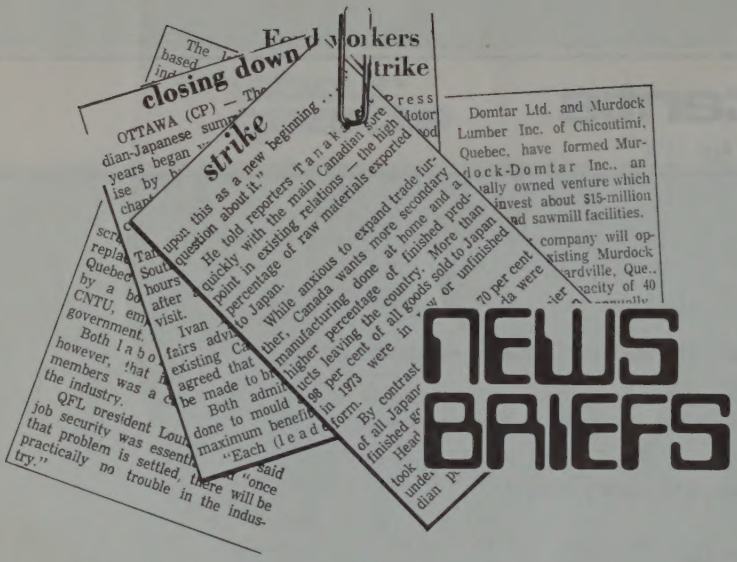


Work Stoppages

Man-days lost from 1,216 work stoppages in 1974 totalled 9,255,120 and involved 592,220 workers; the resulting time loss was the equivalent of 46 man-days for every 10,000 man-days of working time—the highest annual figures on record.

The totals for 1974 were made up of 61 stoppages under federal jurisdiction that involved 49,579 workers for a duration of 323,280 man-days, and 1,155 work stoppages in provincial jurisdictions involving 542,641 workers, totalling 8,931,840 man-days.

In 1973, there were 724 work stoppages involving 348,527 workers and resulting in 5,776,140 man-days lost. This represented 30 man-days lost for every 10,000 days of work.

New Light on Paradox

New information on the seeming paradox of high unemployment rates while job opportunities go begging has been brought to light in a study released by the Ontario Ministry of Labour. The study, by research economists M. L. Skolnik and Farid Siddiqui, contradicts the conventional wisdom that the attractions of unemployment insurance are greater than those of an earned income, and that a great number of jobs go unfilled as a result.

The study concludes that failure to admit to and utilize in the workforce youths, women, minority group individuals and others who do not conform to what, seemingly, many employers expect in an employee has resulted in the high rate of unemployment in these groups. This is reflected in the dramatic increase in the rate of rejection by employers of persons referred by Canada Manpower, the paper said. The report notes that the number of job vacancies in Ontario has increased every year since Statistics Canada began collecting job vacancy data in 1970, and that the changes in the Unemployment Insurance Act, which many blame for the large number of jobs unfilled, were enacted in 1971; yet the anomaly of high unemployment and high job vacancy rates existing at the same time and in the same places did not occur until 1974. The solution to the existing situation, which is attributed to no single cause, is to change the system that prepares persons for the job market. "Both employers and the education and training system must be guided by long-term considerations in their planning for manpower development," the report concludes.

Last Hall Award Issued

The final part of the railway arbitration award made by retired Supreme Court Justice Emmett M. Hall after the 1973 rail strike, was released in January. Dealing with job security and crew size—two issues of vital concern to the United Transportation Union, which feared the loss of as many as 5,000 members' jobs—the report allows the railways to eliminate the job of rear brakeman but protects employees working on the job prior to September 1, 1973. The report followed by a month a ruling by Mr. Justice Hall that dealt with the job security issue, a job security plan for wharf employees, and the question of contracting out. This supplementary award provided that jobs held by employees with the requisite seniority could be eliminated only when they became vacant. The first part of the arbitration award was released in January 1973 and dealt with wages. (See also LG, Nov. 1973, p. 715; April 1974, p. 263).

CCA Convention

Government-imposed bargaining solutions that are not supported by both sides are the greatest single obstacle to harmonious labour-management relations in private industry, according to Robert Bird of Toronto, outgoing Chairman of the Board of the Canadian Construction Association.

Addressing delegates to the CCA's 57th annual convention held recently in Ottawa, Bird stated that the construction industry experienced a record number of man-days lost in

1974 as a result of industrial disputes. Underlying many of the disruptions were illegal strikes, he said, and "a continuation of this trend will not only undermine the traditional stability and security that result from respect for an observance of contractual commitments, but it threatens to subvert our whole collective bargaining system and our Canadian way of life."

Bird strongly condemned "the direct intervention of governments to impose solutions on the collective bargaining systems of private industry that do not have the support of both management and labour in that industry."

This approach threatens to destroy the institution of free collective bargaining, he said. Bird called for renewed dedication by management and unions to honour integrity and respect for each other's rights, he also called for greater government awareness of its responsibilities to ensure that fundamental rights enshrined in our laws are respected."

In Bird's view, the construction industry needs to develop a new structure that would provide the basis for management and labour to develop their own social contract independent of government. The new structure could become institutionalized as a body to develop and recommend social and economic policies, he suggested; because of its independent but powerful voice the new body would have a far more significant impact on the formulation of government policies than do existing management or labour organizations.

The social contract would also contain the mechanisms for achieving social and economic stability, observed the outgoing CCA Chairman. Achieving this stability requires the acceptance of a manpower plan that promotes:

—collective determination by management, labour, and governments of broad overall economic goals;
—establishment of the means of achieving a steadily rising standard of living and more equitable distribution of income;
—maintenance of responsible free collective bargaining through the development of rationalized and mature structures, effective in the art of communication instead of confrontation; and
—limitation of the role of governments to the establishment of a climate conducive to assisting the parties in reaching their own conclusions without the threat of direct government intervention.

Convention delegates elected David R. Penner, of Winnipeg, Chairman of the Association. Penner, Vice-President of BACM Industries in the Manitoba capital, had served last year as national vice-chairman of the CCA. Henry de Puyjalon of Ottawa remains President of the Association.

CLC Goal: 75 per cent at Age 60

During Febuary, Citizenship Month, the Canadian Labour Congress launched the second stage of its two-year program, "an adequate pension for all at age 60," by announcing the target: 75 per cent of wages at age 60 years. When making the announcement, CLC President Joe Morris said: "Our efforts will be directed toward pressuring governments to change the Canada and Québec Pension Plans so that all Canadians might look forward to an adequate pension in their retirement years."

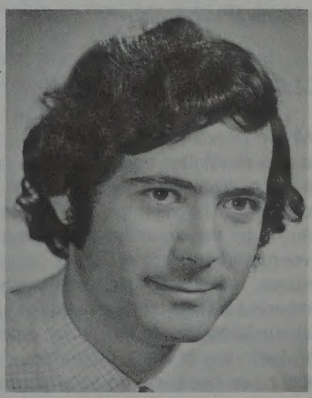
Existing pensions, said Morris, are inadequate, both in terms of their benefits and the extent of their coverage. In 1970, only 39.9 per cent of the Canadian workforce was covered by private pension plans and it was estimated that only 4 to 10 per cent of all private pension plan contributors received full pension benefits when they retire. Furthermore, the existing plans do not "provide sufficient income to maintain an adequate standard of living" for the retired.

The CLC specifically recommended that the age for beneficiaries be reduced by one year each successive year until, by 1981, benefits are available to those aged 60, and that pension benefits be increased by 2.5 per cent until they reach 75 per cent

New Editor

George Sanderson, a staff writer with *The Labour Gazette* for the past two years, has been appointed Editor of the magazine. He replaces Jack Nugent, the former editor.

Before joining the staff of the *Gazette*, Sanderson was employed as a writer by the Department of Industry, Trade and Commerce in Ottawa. A graduate in arts and journalism from Carleton University, Ottawa, and the Australian National University, Canberra, he has taught English and French, and written for a variety of publications in Canada and abroad.



Brian J. Given, Ottawa

of wages. Plan contributions would be based on a worker's full salary and not just on the maximum yearly earnings system as at present.

The proposal, said Morris, would reflect the traditional concern of trade unionists for the welfare of Canada's senior citizens. Said a paper prepared by CLC,—Political Education Director George Home, the campaign would "be the most strenuous ever waged by the labour movement (in Canada) to win an addition to the overall social security program."

The consequences of the proposal by the Canadian Labour Congress that employees be retired at the age of 60 with pensions equal to 75 per cent of earnings would be "disastrous." That was the verdict of T.R. Suttie, president of Equitable Life Insurance Co. of Canada, who stated that governments and exceptionally wealthy companies are in a position to afford such a plan, which would be too expensive for business and industry generally. Further criticism of the CLC's proposal came from Thomas Dancy, chairman of the Canadian Chamber of Commerce committee to study the Canada Pension Plan, who termed the plan "financially preposterous—the CLC proposal would mean an unacceptable increase in contributions or an intolerable strain on general tax revenue."

CLC Economic Policy

"All the relevant evidence on the causes of inflation point in one direction—away from labour's wage demands....The view that inflation is caused by the excessive demands of over-powerful unions is simply fatuous," asserts an economic policy statement issued by the Canadian Labour Congress. In the period since the beginning of 1973, organized labour has been able to keep abreast of the rising cost of living but did not obtain its share of the increases in the net national income; corporate profits have increased at a staggering rate over the same period, says the CLC statement. "Profits as a proportion of the national income are at their highest level since 1951 and the working people's share is at its lowest since 1966."

Because the most important elements in a family's budget are food and housing the CLC concentrated its recommendations to government on them:

—Take action to curb excess profits by food processors and distributors.
—Provide legislation to ensure competition in the food marketing industry.
—Institute a vigorous program to stimulate the development and operation of consumer co-ops.
—Establish a program that would guarantee producers a secure income. The result of this would be increased production of food and lowering of food prices.
—Enact legislation to prevent further loss of productive farm land to urban expansion. On housing the CLC suggested:
—action to substantially reduce mortgage interest rates and eliminate taxes on building materials.
—controls on land speculation, particularly by the use of land banks.
—programs to stimulate the growth of public and co-operative housing.

Paternity Leave

The 50 members, all male, of Local 13704 of the United Steelworkers Union at Shaw-Almax Industries of Parry Sound, Ont., will get the day off if their child is born on a working day, under a recently negotiated collective agreement. "The day your child is born should be a celebration—you deserve a day off," says union staff representative Homer Seguin.

Arbitration Award Quashed

An award of $25,490, made by an arbitration board to eight union members who had never worked for Blouin Drywall Contractors Ltd. of Sudbury, was quashed when the company appealed the board's decision. The award had been made as a result of a grievance brought by the United Brotherhood of Carpenters and Joiners on behalf of eight unemployed members of local 2486, who claimed the company had violated a collective agreement with the union in which it agreed to employ only union members. The award was based on the lost wages of the eight union men who were not employed as a result of the company's action.

In appealing the decision, the company contended that the arbitration award had exceeded its authority in awarding damages to the union for disbursement to members who were not employees of the company. In finding for the company, the Ontario High Court of Justice ruled that the arbitration board had erred in awarding damages to non-employees as one of the principles governing the law of damages for breach of contract is that a claim for wage loss must be based on loss of wages by employees; and a second principle is that only parties to a contract can sue on it. As the only parties to the collective agreement were the company and the union the non-employee union members were ineligible for benefits. The collective agreement did not give the union the right to force the company to provide benefits to non-employee union members.

Treasury Board Brief

Treasury Board proposals for amending the Public Service Staff Relations Act were submitted recently to the special joint Parliamentary committee studying the legislation covering collective bargaining in the federal public service.

In its 117-page brief to the committee, the Treasury Board paid tribute to the

work of the chairman of the Public Service Staff Relations Board, Jacob Finkelman, and expressed support, in some cases with reservations, for 186 of the 231 recommendations made by him in his report on collective bargaining in the public service.

The brief noted that considerable strain has been imposed on the Public Service Staff Relations Board by a heavy case load that could not have been envisaged when the Board was constituted. It supported Finkelman's recommendation for creation of a full-time public member Board as both timely and essential for the regulation of staff relations in the public service, particularly in view of the growing incidence of unlawful strikes.

It also expressed grave concern that the PSSRB is not able to respond quickly to applications for consent to prosecute for unlawful activities. Accordingly, the Treasury Board recommended that such matters be given priority on the PSSR's calendar and that hearings be scheduled within 10 days of the employer's application.

The Treasury Board considers that the grounds upon which employees may be designated as performing functions that must be continued in the event of a strike should be broadened to include the protection of national treasures and works of art and the conduct of long-term and short-term experiments directly related to the preservation of the safety, security or health of the public.

The Board also recommended increased penalties for persons who engage in an unlawful strike. The present maximum fine of $100 for an employee who takes part in an unlawful strike is inadequate, the brief said. It also supported Finkelman's proposal for a penalty on the employer if a lockout were misused.

Appointments to the public service should continue to be based on the merit principle and employees who have been laid off should have priority rights of appointment to vacancies, the brief stated. The Treasury Board agreed also with the principle of temporary layoff or "off-duty status". Present policy with regard to notice of layoff provides for departments to give employees at least three months advance notice of potential lay-off action. Longer periods are provided whenever possible, and in practice more notice is generally given.

The Treasury Board strongly supported recommendations that the provisions of the Public Service Superannuation Act should not become bargainable. "The fact that the superannuation plan for public servants is embodied in legislation affords a permanence and a continuity which is of enormous value to employees," the Board said. "The present plan, covering all employees who are subject to the Public Service Staff Relations Act, affords great mobility in employment, while protecting and improving pension benefits. Furthermore, the reciprocal transfer agreements between this plan and scores of public and private plans could become inoperative if there were separate plans for separate occupational groups.

"Seven years of experience have shown that the establishment of a clearly recognizable excluded 'management group' of sufficient size, properly trained in modern management concepts, is of critical importance" if collective bargaining is to measure up to the expectations of public service employees, the brief continued.

The majority of managers are included in bargaining units, however, and "must reconcile with difficulty their responsibilities as representatives of the employer and the expectations of union members whom they supervise," the Board asserted.

The Treasury Board shares the view that compensation for excluded persons should be a matter determined separately from collective bargaining.

Industrial Safety

Britain's industrial safety record, already remarkably good by international standards, will be hard to beat now that tough new safety legislation is fully in force. The Health and Safety at Work Act, the most sweeping reform since the 1833 Factory Act, makes any breach of the new safety regulations a criminal offence.

Although Britain's industrial death rate was only 4.5 per 100,000 over the past decade compared with 17.5 in the early 1900s, the suffering due to industrial injury remains enormous. On average, three people are killed every day and 2,000 injured; and some 23 million working days are lost every year because of injuries—half as many as the average number of days lost in strikes in recent years. Such levels of death, injury and waste should not be regarded as the inevitable price of meeting society's needs for goods and services.

Instead of extending state regulation, the new Act puts the bonus on self-regulation, but the latter is backed by tougher criminal sanctions for those who ignore their duties. *The Economist* provides the following summary of the new rules:

—The law covers workers in every business.
—Every employer must submit a written statement on safety policy and show it to his workers or risk being fined or gaoled.
—Every employer must work out a safety training scheme in consultation with workers' safety representatives.
—In some cases, employers may be obliged to set up safety committees.
—Safety inspectors are empowered to force employers to improve safety.
—If injuries result from a breach of the new safety regulations, the

employer will automatically be prosecuted, with unlimited fine or gaol sentence for serious offences.
—A Health and Safety Executive with a staff of 3,000 replaces the jumble of existing inspectorates. It will be responsible to the Health and Safety Commission chaired by former trade-union leader Bill Simpson.
—New safety regulations will be issued as needed.

One reform that has been widely canvassed, but is not introduced by the Act, is the abolition of actions for industrial injury damages. "These now account for half of the non-matrimonial cases in the High Court, and waste endless money and time to little purpose," observes *The Economist*.

"The system is capricious and does not help safety. After an injury, employers often do not dare to make improvements for fear that they would prejudice their case in court," the magazine adds. It suggests that "it would be better to replace this system with more generous fixed benefits."

New Secretary of Labor

The U.S. has a new Secretary of Labor. He is Dr. John T. Dunlop, Harvard economics professor and author of more than a dozen books on labor, management, and wage and price policy. Dunlop replaces Secretary Peter J. Brennan, who resigned March 15.

Dunlop, 60, comes to the job with unmatched experience. He is widely regarded as an expert in labor-management affaires and he has the respect and confidence of most labor leaders.

Dunlop will continue as Co-ordinator of the President's Labor-Management Committee and will serve as a member of the Economic Policy Board. He served as director of the Division of Labor.

U.S. Campaign to Boost Productivity

More output at lower cost is the aim of a government-backed campaign in the United States to keep that country competitive in world markets. The plan centers on productivity—the effectiveness with which people produce goods and services.

Over the past two years, productivity in the U.S., as measured by output per man-hour, has been declining, pushing up labour costs per man-hour and exerting upward pressure on prices. In an effort to tackle this problem, President Ford has established the National Commission on Productivity and Work Quality. Its task is to come up with recommendations on how productivity in various fields can be improved, and suggest policies to Congress and the President. The commission's 24 members come from business, industry, organized labour and government.

A recent study by the Economic Unit of *U.S. News and World Report* makes the following observations on productivity:

—A nation's business system and standard of living are tied to steady gains in output per man-hour.

—The worker's efforts are but one of many factors affecting productivity. Equally important are the quality of the machinery and the raw materials he uses, the amount of capital that is invested to underwrite his job, and factors like the weather, which are beyond his control.

—The U.S. Bureau of Labor Statistics notes that long-term gains in output per man-hour "cannot be ascribed to any one factor, but reflect the interaction of all factors." Among them are greater investment in capital goods per worker, technological changes, better educated workers and management innovations.

—Productivity usually declines in a period of economic recession. Output tends to fall faster than man-hours are cut back. Companies generally are unwilling to lay off workers, because it can be more expensive to replace such workers when business picks up than to keep them on payroll through hard times.

—When workers get a pay raise greater than their increase in productivity, the employer is forced to increase his prices to compensate for it.

—Worker efficiency varies substantially in different industries.

—People's changing attitudes toward work, and labour union work rules are among other factors that can keep workers from operating at peak efficiency.

—Between 1967 and 1973, the U.S. has shown one of the slowest increases in output per man-hour in manufacturing of any major Western country.

—Many authorities say there is no accurate way to measure productivity. Indexes of productivity, they contend, can give only approximate measures of man-hour output.

—Management experts note that more than 60 per cent of all U.S. workers are now employed in service business and that productivity gains in this sector traditionally have been small.

Wage Negotiations in Japan

In Japan, wage negotiations are held every spring, and play a big role in determining wage levels throughout the country. The importance of the spring labour offensive has grown in recent years, as this approach to wage determination has become institutionalized. As a result of the high rate of price inflation in 1974,

record-breaking wage hikes were won in the last year's spring labour offensive.

The spring labour offensive was first held around 1955. Since then the size of the offensive has grown from 730,000 (11.7 per cent of organized workers and 4.2 per cent of all employees) to 8,520,000 in 1974 (about 70 per cent of organized workers and 23 per cent of all employees). Over the years the spring labour offensive has come to assume a fixed pattern, with certain unions reaching a settlement first and others following in a more or less prescribed manner.

At the same time, an increasing number of workers—both organized and unorganized —are having their income for the coming year set each spring. In 1973, 91.1 per cent of all unionized firms revised their annual wage schedules between April and June. Moreover, 74.7 per cent of all firms, including the unorganized, revised their wage schedules during the same period.

Although the order in which settlements appeared among the different industries varied in the early days, since 1965 the sequence of events has settled down to a rather fixed pattern. In 1970, for example, the offensive was led by the settlement in iron and steel, followed by that in the electrical industry, shipbuilding, private railways and so forth. One important consideration in settlement is the ability of industries to pay as reflected in their record over the past year or so. In 1973, however, 34.8 per cent of the firms covered in one survey underlined the importance of the going price, whereas only 30.4 per cent cited the firm's actual record in terms of profits or total sales volume.

Because the majority of medium-sized firms are not unionized, the feeling that other agreements should be followed is very weak. Rather, wage hikes among these firms tend to reflect the balance between demand and supply forces in the labour market. Here, there is not much difference among industries.

Since 1955, the annual rate at which wages rise has accelerated. In 1974, a record-breaking increase of more than 30 per cent was won in the spring labour offensive. Traditionally, wage rates have been strongly influenced by demand and supply forces in the labour market. Affecting the labour market have been business profits, the desired standard of living, and the bargaining power of the unions. Labour market forces seem to account for 50 per cent of the variation in the wage rates during the late sixties, while consumer price hikes and business profits seem to account for about 20 per cent of the variation, with business profits being the more important of these two.

Although various indices to represent the bargaining power of labour unions have been included in some analyses, the general conclusion is that market forces have become increasingly important, while the significance of bargaining power has declined since 1955. In 1974, however, the importance of labour market factors dropped to about 30 per cent, while the explanatory weight of prices rose to 50 per cent, thereby showing a departure from the '60s and early '70s. These results also suggest that the wage hike of 1974 was strongly influenced by abnormal price increases though following the pattern of past wage determination in other respects.

Past wage settlements were geared to a period of high economic growth, but have perhaps become outdated as the economic situation has changed. Following the 1974 spring labour offensive, the rate of economic growth has dropped to around zero.

Nevertheless, labour unions are expected to continue to demand big wage hikes because of the sustained high level of consumer prices.

Consequently, the 1975 spring labour offensive will be watched with keen interest in the hope that some reasonable settlement will be reached.

Unemployment in Third World

Between 60 and 90 million people are believed to be unemployed in the cities of the Third World, according to Director General Francis Blanchard of the International Labour Office.

Addressing the Indian National Labour Institute in New Delhi, he said that creating jobs and incomes for these millions and their families demands a strategy embracing not only the promotion of productive employment, but also the abolition of poverty (some 580 million people in the Third World have been estimated to be living on an average of less than $75 a year each); and a reduction of the inequalities that leave the poorest 40 per cent of the population in many developing countries with only 10 per cent of total income.

Some aid policies of industrialized countries have harmed the growth of employment in developing countries, Blanchard declared. "I refer in particular to the practice of tying aid to purchases from the donor countries, to the donor preference for large rather than small projects and for investment in the modern rather than in the traditional sector."

The ILO is conducting research into employment-creating policies for the benefit of developing countries, Blanchard said, and it is preparing for a 1976 Tripartite World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour.

"It is our hope that such a conference, organized in co-operation with other agencies, would form part of those series of conferences on problems of increasing concern everywhere, such as those on

population and food that took place in 1974, that on industrial development in Lima in March this year, and UNCTAD IV to be held in Nairobi in May-June 1976," Blanchard said.

Decry Finkleman Report

The Canadian Labour Congress says it is disappointed in proposals to amend the legislation that governs collective bargaining in the federal public service. The CLC submitted a 32-page brief to the special joint Parliamentary committee that is studying changes in the Public Service Staff Relations Act, proposed in a report by Jacob Finkleman, chairman of the Public Service Staff Relations Board.

The CLC says the recommendations would "transform some of the paternalism of the Public Service Commission to the PSSRB and its chairman." They would also "increase the frustrations and tensions on the part of workers and their bargaining agents because of the prohibitions on the extension of free collective bargaining to cover job security, pensions, classifications, promotions and demotions—all those areas which have been the source of past and present dissatisfaction."

Instead, the Congress said, the Act should be amended to resemble the Canada Labour Code more closely, and extended to cover RCMP personnel and the staff of the Senate and the House of Commons.

Job Trends Predicted

The labour force in the service industries will continue to grow rapidly, but blue-collar workers will increase only moderately and the agricultural workforce will continue to decline. These are some indications from the first published projections of the Canadian Occupational Forecasting Program.

The program, initiated two years ago in the Department of Manpower and Immigration, is trying to make seven-year predictions of labour force needs and how they will be met.

Secretarial work heads a list of the ten fastest-growing occupations not requiring post-secondary education. The others, in order, are sales clerks, janitors, bookkeepers, truck drivers, tellers, general office clerks, supervisors, waiters and typists.

Protect Ont. Farm Labour

Workers who help harvest Ontario's fruit, tobacco and field vegetable crops this year will be given more protection under the law. For the first time they'll be covered for minimum wages, vacation pay and public holidays with pay under the Employment Standards Act.

Their minimum wage will be $2.40 an hour, but employers will be permitted to offset room and board. The workers will get vacation pay and statutory holidays, but only if they are employed for three months or longer. The new regulations also specify the wage records that must be kept for each employee. An advisory committee, with representatives from industry and employees, is being formed to advise the government on further changes

About 60,000 workers are employed annually in the Ontario harvests, among them more than 5,000 migrant workers from Mexico and the Caribbean Islands.

Poor Mostly Women

The Canadian Council on Social Development has published what it calls the *Canadian Fact Book on Poverty*. One fact the book makes most obvious: Women are more likely to be poor than men.

What's more, the odds appear to be increasing. Families headed by women made up 13.2 per cent of low-income families in 1961, but 28.7 per cent in 1973.

The Council's publication gives a male family head 9.3 chances out of 100 of being poor; a female family head, 40.1 chances out of 100. The study found also that more than two thirds of all women under 25 had annual incomes of less than $5,000 a year.

Reuben Baetz, the council's executive director, says he hopes the report "will contribute to the formulation of wise antipoverty policies".

ILO Year Book

The Year Book of Labour Statistics 1974, published by the International Labour Office in Geneva, has just been released in its 34th edition. The book contains data for the ten years from 1964 to 1973 and partial data for 1974. It is designed to provide background information for business and industry, libraries, universities, employers' and workers' organizations and governments. Main topics covered are: total and economically active population, employment, unemployment, hours of work, labour productivity, wages, consumer prices, industrial accidents and disputes. The year book is available through the ILO (Canada Branch) at 178 Queen St., Ottawa, K1P 5E1.

Letters

Erroneous Statistics

I was gratified to see, in *The Labour Gazette* of January 1975, page 4, under the headline "One Step Forward, Two Back", some statistics on women and men in the Public Service of Canada.

I would like to call your attention to paragraphs two and three of the article, which do not make statistical sense. In addition, many of the percentages and statistics in the fourth paragraph are erroneous.

Nola Landucci,
Co-ordinator,
Office of Equal Opportunities
for Women,
Public Service Commission.

(Sorry for the errors. The 1973 report of the Public Service Commission, from which the statistics were incorrectly taken, shows that women employees of the federal Government have a median income in the $6,500 to $6,999 range, while the median income for men is in the $9,000 to $9,499 range. In the two years since 1971, the median income for women increased by about $1,000, compared with about $1,500 for men.

In the fourth paragraph of the news brief, the correct statistics are: women make up about 15.4 per cent of the 35,882 administrative and foreign service employees; about 8.9 per cent of the 22,957 technical category employees; about 71.7 per cent of the 71,122 administrative support employees; and about 11.2 per cent of the 93,618 operational category employees. Of the 245,302 employees in the federal public service, 69.8 per cent are male...Ed.)

Congratulations on the excellent job done by Ted Weinstein in the article "Collective Bargaining Under Scrutiny" (LG, Jan., p.53). The article has become fairly popular now, especially the idea of the three "Cs": communication, consultation and co-determination.

Chris Jecchinis,
Professor and Chairman,
Department of Economics,
Lakehead University,
Thunder Bay, Ontario

●

Shirley Plowman's article on the U.N. Seminar in the January 1975 number of *The Labour Gazette* was very well done indeed and is a fine contribution to International Women's Year.

P. Okura-Leiberg,
Liaison Officer,
Food and Agriculture Organization,
United Nations,
Washington, D.C.

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CLC MISSES TARGET WITH PROPOSALS FOR CANADA PENSION PLAN

by DONALD RUMBALL

From the time it was first actively promoted in 1963, the Canada Pension Plan has generated intense political controversy. It's not that the idea is startlingly new—Germany was the first country to introduce a state plan when Bismarck was Chancellor—but it touches some raw nerves in Canada.

The CPP is the king-pin in a whole series of inter-relationships that merit careful examination. Its primary function, of course, is its central role in the country's social system: it provides a pension to citizens aged 65 or over of 25 per cent of their earnings up to a maximum called the Yearly Maximum Pensionable Earnings (YMPE). It also pays disability pensions and pensions to widows, widowers and orphans, all geared to the retirement pension.

Contributions to the CPP are shared equally by employees and their employers and the combined contribution is 3.6 per cent of each worker's earnings between $700 and the YMPE. In 1975, the YMPE is $7,400 so contributions for a person earning the YMPE or more would be 3.6 per cent of $6,700 or $240.

The CPP's other functions are less well-known:

• The revenue from contributions is currently greater than the benefits that are being paid out. This surplus is automatically invested in provincial bonds, in the proportion that each province contributes to the plan. The fund has already reached $8 billion and it constitutes an unequalled source of funds for the cash-hungry provinces at rates of interest appropriate for federal government bonds (which is less than the rates that the provinces pay on bonds they float on the market themselves).

• Any changes in the CPP must be approved by two thirds of the provinces representing two thirds of the population—which makes it a hot federal-provincial issue. Already Québec has withdrawn from the Canada plan, leaving Ontario with an effective veto power over what's left.

• Even though the contributions to the CPP are greater than the benefits at the moment, they are not enough to pay for the benefits over the long haul. This means, of course, that the piper will have to be paid by future generations whose contribution rates will be much higher than the current 3.6 per cent.

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"Pay-as-you-go" state pension plans (where contributions do not go into a fund but pay directly for benefits due that year) are quite common among other nations but that does not absolve this country from careful consideration of how much of the burden it wishes to pass on to the next generations. Quite apart from dumping this responsibility onto our children, we should be debating whether Canada's voracious appetite for savings can be satisfied with a state pension plan that removes much of the motivation to save for old age. Private pension plans benefited enormously from the introduction of the CPP by concentrating peoples' minds on the need to put something aside for old age. Since the CPP was introduced, the savings generated by private plans have tripled and now amount to more than $2 billion a year, or roughly one quarter of net domestic saving.

• The CPP is designed as the second tier in a three-tier program to provide financial security to the aged. The first tier is the Old Age Security pension and the Guaranteed Income Supplement and the third tier is private pension plans. The CPP and the OAS pensions are intended to be a floor which guarantees an acceptable minimum to the country's older citizens and the private plans are intended to provide the gravy.

Unfortunately, private pension plans still do not have a wide reach, as only 40 per cent of the working population is covered by the $18 billion that private plans have as assets.

In another strange twist, the private plans are in trouble because the stock market slump has left many of them with gaping deficits—and many corporate treasurers may secretly be hoping for an expansion in the CPP: 75 per cent of the private plans provide a fixed pension reduced by whatever the CPP pays, and an expansion in the CPP would reduce the corporate liability. As the stock market recovers, however, this corporate nervousness can be expected to evaporate.

CLC's Desires

Against this backdrop, the Canadian Labour Congress has initiated a campaign to dramatically expand the CPP:

• It wants the retirement age reduced to 60 from 65 years by 1981.

• It wants the pension benefit to be increased to 75 per cent of earnings from the present 25 per cent.

• It wants the contributions to the plan to be shared one-third each by the employee, the employer and the government.

• It wants the YMPE to be abolished so that pension benefits and contributions are based on each person's full earnings—and there is some suggestion that the contribution rate should be less for the lower incomes than for the higher incomes.

• It wants the CPP fund to be administered by a Pension Council composed of representatives of employers, employees, farmers and government.

In all these suggestions, mention of the CPP is intended to include as well the Québec Pension Plan, which is similar to the CPP in most respects.

A less specific proposal is that the private pension plans should lose their raison d'etre. Their accumulated assets would not be touched but their role will disappear—on the grounds that they have not been fulfilling their intended function.

It's plain that these proposals strike at all the far-reaching ramifications of the CPP.

To start at the beginning, the CLC proposes to use the CPP as a tool of income redistribution, and a very powerful one at that. The Congress argues that people with lower incomes have to pay a much bigger percentage of their wages to the CPP than people with higher incomes—which is true, but the people with higher incomes also receive a pension that is a much lower percentage of their incomes.

The removal of the YMPE would, of course, ensure that everyone pays the same percentage of their incomes in contributions but would Canada be ready to pay the retired president of a company who was earning $100,000 a year a princely pension of $75,000—out of a fund subsidized by the taxpayers?

Think of the temptation for a company to increase arbitrarily its key executives' salaries in the last three years of their working lives so that their pension from the CPP would jump by 75 per cent of that increase?

Cannot Abolish YMPE

It seems safe to assume that the YMPE cannot be abolished in determining the level of pension a citizen receives. But what about removing the YMPE for contributions?

The CPP is scheduled to bump up the YMPE by 12 per cent a year until it reaches the average wage for all workers in Canada—expected to be in the 1980s if inflation doesn't continue at its present levels. To examine the effect of removing the YMPE, the latest year for which a statistical breakdown is available is 1972.

If the CPP had been mature in 1972, the YMPE would have been the average wage, which was $7,760, and the contributable earnings would have been all earnings between $700 and $7,760. In 1972, then, the total earnings above $7,760 amounted to 27 1/2 per cent of the total contributable earnings. Translated into contributions once the CPP has matured, this means that, if everyone contributed 3.6 per cent of his total earnings with no YMPE, it would have the same effect as keeping the YMPE at the level of the average wage and raising the contribution rate to 4.6 per cent—still below the level at which the CPP would pay for itself.

The relatively small effect of the removal of the YMPE for contributions is explained by the concentration of wage earners near the average wage—nearly 20 per cent of all taxpayers earned between $5,250 and $7,760 and another 45 per cent earned between $7,760 and $15,000. It's the latter group that bears the brunt of Canada's tax bill and not the high-rollers for whom the lifting of the YMPE would be onerous; but would not yield much extra revenue.

Bearing this in mind, the next question to ask is: is it wise to turn the CPP into an instrument of income redistribution, particularly when it yields only marginal results?

Canada's overall tax system is not progressive; people at all income levels pay approximately the same rate of tax. The federal and provincial tax systems are, of course, progressive but the municipal and sales taxes hit the lower incomes harder, cancelling the effect of the income taxes of the two higher echelons of government.

CPP: tool of income redistribution?

Should the government's efforts at making the tax load more progressive be directed toward the CPP or should they be directed at the myriad of other taxes we pay? Transfer payments like the OAS pension, welfare and unemployment insurance are powerful tools of income redistribution. Should they be beefed up before turning to the CPP? These are questions that must be carefully weighed before jumping on the CPP bandwagon.

One possibility that would have more impact is to increase the exemption limit in calculating the CPP contribution. The present exemption is set at 10 per cent of the YMPE or $700 in 1975. For each $100 by which that limit is raised, the contributions in total are reduced by 2 per cent. To put it another way, if the exemption is raised $100, it is equivalent to reducing the contribution rate by .07 per cent. Such a measure would therefore have little impact on the revenue from contributions but would help the people on lower wages a great deal.

More Complications

Moving on to the level at which contributions should be set to pay for the CLC proposals, the problems become more complicated. As it stands, the cash flow to the provinces (the surplus of contributions over benefits paid out) is expected to fall to zero by 1982. At that stage, the CPP fund will stand at more than $16 billion but it will continue to grow because the provinces will be paying interest on the accumulated bonds it has issued to the fund (at present, interest payments are automatically paid for by issuing additional provincial bonds).

If the contribution rate is left unchanged, the provinces would have to repay all their bonds by the year 1996, at which stage the fund will have been reduced to zero and each year's benefits will have to be paid from that year's contributions, plus any subsidy the federal government chips in.

Clearly, this projection is only an academic exercise. The CPP has become a vital source of funds for the provinces—by 1973, the most recent year for which statistics are available, the CPP fund accounted for 20 per cent of outstanding provincial bonds and the annual cash flow from the CPP has filled as much as 45 per cent of the need for provincial bonds in recent years. The provinces are almost certainly not going to let these funds slip from their fingers so easily.

A second actuarial projection for the fund assumes that, as soon as the cash flow to the provinces hits zero in 1982, contributions will be raised so as to keep the cash flow at zero. In this scenario, the contribution rate would be raised

from its present 3.6 per cent to 5 per cent in 1990, 6 per cent in 2010 and nearly 8 per cent in 2025.

To put that in perspective, the average wage in 1975 is expected to be nearly $10,500 and if the CPP had been mature the 3.6 per cent contribution would draw $170 from each of the employee and employer. (This is not to be confused with the amounts that will actually be paid this year: the YMPE has not yet reached the average wage and, at $7,400, it will take only $120 each.)

Contribution in 2025

The contribution in 2025 will be equivalent, then, to a 1975 contribution of $373 *each* for a total of $746. If the federal Government subsidizes this contribution, each $50 it pays would cost 1975 taxpayers a jump of roughly 3 per cent in their tax bill. This underlines the basic fallacy of federal government "subsidies": it's all our money anyway and the people who would provide more than half the subsidy would be the ever-suffering group who earn less than twice the average wage and who constitute the vast bulk of the membership in the union movement.

If that seems a little rich, what would the contributions be to the expanded CPP as proposed by the CLC? Some approximate calculations based on the most recent actuarial report on the CPP reveal that the contribution rate would rise to more than 25 per cent if the cash flow to the provinces were not allowed to become negative (i.e., using the second projection).

In 1975 terms, again, this would entail a contribution of up to nearly $1,400 from *each* of the employee and the employer. This assumes that the YMPE is kept at the average wage; but even if it is removed for the contributions, it would still reduce the contribution rate only to nearly 22 per cent or $1,030 each for people earning more than the average wage.

These rather astronomical figures would be less daunting if the subsidy implicit in the CPP for the rest of this century were reduced. Which raises the question of how much of the load should be passed to the generations that succeed the present working population—always remembering that *someone* has to foot the bill.

Two conflicting forces are at work here: on the one hand, it would be tempting fate to raise contributions to a level where the provinces were able to draw on a much bigger cash flow from the CPP and, on the other hand, the lower the contributions are set, the heavier the load passed on to the following generations.

The dilemma is exacerbated by any increases in the pace of expansion in the CPP because the changes are retroactive, thereby raising the subsidy implicit in the contributions paid prior to the changes. The dramatic changes championed by the CLC would therefore pass still more of the responsibility to future taxpayers.

Pension Council

The CLC response to these problems is that the contribution rate should be raised immediately and the CPP fund should be managed by a Pension Council which would presumably invest the much bigger fund for the benefit of Canada. This, in turn, strikes at the heart of some of the "other" functions of the CPP. The provinces would presumably react with great hostility to any suggestion that control of such an important source of funds be passed to a Pension Council and, even considering the poor reputation the provinces have for spending their revenues efficiently, the mind boggles at the prospect of a bureaucratic institution controlling such a vast fund.

The Caisse de Dépôt de Placement du Québec, which handles the fund built up under the Québec Pension Plan, is right now filling a role comparable to that proposed for the Pension Council but it doesn't have to handle interprovincial squabbles and the fund is, of course, much smaller. Besides which, 60 per cent of its funds are invested in Québec government and municipal bonds—not too much different from the automatic investment under the CPP fund.

By contrast, in the third tier of financial security for the old, the assets held by private pension plans are now more than $18 billion and the steady $2 billion a year that they save accounts for about one quarter of net domestic saving. An expanded CPP could not generate the same level of savings because it is partially a pay-as-you-go scheme under which benefits are ultimately paid for only as they fall due.

At the end of 1972, these private funds had invested nearly $4 billion in federal and provincial bonds (more than 25 per cent of the total assets), $2.75 billion in other bonds (18 per cent), $4.4 billion in Canadian stocks (29 per cent), $1.2 billion in pooled funds that invest in a wide variety of stocks and bonds (8 per cent) and $1.3 billion in mortgages (9 per cent). That represents a broad and significant contribution to the country's capital needs.

A Simple Choice

The thrust of the CLC's proposed switch to the CPP, therefore, boils down to a simple choice: are Canada's mammoth needs for capital investment going to be satisfied through public or private saving? To what extent

do Canadians want the Government to participate in the economy?

The CLC's proposals, however, seem to be aimed at the shortcomings of the private plans in respect of their deliverance of benefits rather than their function of providing the backbone of savings. But it's questionable whether the whole system should be eased out of the picture when the delivery of benefits could be improved through more stringent regulation.

The main criticisms of the private pension industry are that it covers only 40 per cent of the working population and that, even for those who are covered, the projected benefits are often not paid because people quit their jobs long before they collect any service. These are valid criticisms. The CLC quotes estimates that only 4 per cent to 10 per cent of benefits are ever collected. Company contributions to pension plans are based on the assumption that few of their employees will stay with them through to retirement and many people who change jobs do not even receive interest on their own contributions when they are refunded, let alone receive a fair share of the employer's liability arising from the years they worked there.

These are not, however, reasons for scrapping private pension plans altogether. The Government can quite easily lay down regulations stipulating minimum refunds from pension plans when a person quits his job. It would even be possible to require the pension funds to pay the employer's contributions in respect of any individual who leaves so that he can then put the proceeds into the pension fund of his new employer and keep a pension entitlement that covers his entire working life.

Raise Employer's Costs

This would, of course, greatly increase the cost to an employer of his pension plan—and may lead to a reduction in the size of the projected benefits—but it would at least be far more equitable in a world where the turnover of labour is rising rapidly.

There are also many ways the Government could encourage the development of private plans in industries where they are rare or non-existent. The recently introduced industry-wide pension plan in Québec's construction industry is a case in point: each worker accumulates pension benefits as long as he is working in construction, regardless of who his employer is.

The point is that there *are* many ways that the operation of private pension plans can be improved and any decision to solve the problems by eliminating their role entirely

Photothèque

Only 40 per cent covered by private plans

involves a massive transfer to the public sector from the private sector of the formation of savings and the placement of capital. Whichever way Canadians decide, they should at least be made aware of the implications.

Quite apart from the more common considerations of the growth of the public sector, do Canadians want to dispense with an element of remuneration that enables the stronger industries to attract a bigger share of the labour force by offering better fringe benefits? In fact, fringe benefits are an integral part of wage negotiations for many unions and the takeover by the state of the lion's share of pension benefits would actually reduce the options available to union negotiators.

The Government might also find it easier to direct capital to the most-needed areas by pressuring the pension funds—either through jawboning or through regulation—to place their money where the Government thinks existing investment is inadequate. Housing is a good example. If the Government forced an extra 5 per cent of pension fund savings to go to the mortgage market, the resulting inflow of funds would be $100 million. The leverage afforded by this sort of measure using existing institutions may well be more powerful than setting up a whole new bureaucracy and fighting the demands of numerous vociferous interest groups who would inevitably use all the political pressure they have to snatch their share of the funds.

It is apparent that the proposal to expand the CPP to the point where it takes over the role of the existing private pension industry disturbs a great many vested interests, not to mention opening a can of worms. But, on the other hand, the CLC has a point when it criticises the shabby treatment we dole out to older citizens.

Statistics on Poverty

The statistics on the poverty that people over age 65 experience in this country do not make pretty reading, considering the affluence our economy has generated, at least partly on the backs of the retired population.

Statistics Canada has shown that, in the age bracket 70 and over, nearly two thirds of unattached individuals and 45 per cent of families have incomes below the StatCan poverty line. The comparable figures for the 65 to 69-year-olds are 49 per cent for unattached individuals and 30 per cent for families. To put it another way, in 1973, 30 per cent of all the individuals in Canada who had incomes below the poverty line were 65 or over. And 13 per cent of the poor families had a family head aged over 65. These percentages are far out of proportion to the 8 per cent which people over 65 constitute of the total population.

The problem is clearly defined; but what does the existing social system do to solve it? People aged over 65 are eligible for three programs in the system: the CPP, the Old Age Security pension and the Guaranteed Income Supplement. The OAS currently pays $120 a month, the GIS ensures at least another $85 for unattached individuals or $150 for couples, and the CPP pension for fully paid-up contributors retiring in 1975 will be $136. The GIS is reduced by whatever the CPP pays plus half of any private income.

This means that an unattached individual without any private income receives $205 a month or $2,460 a year; a couple with only one CPP pension receives $390 a month (two OAS pensions and the GIS, which pays them more than the CPP) or $4,680 a year.

The poverty line developed by the Canadian Council of Social Development is $3,150 a year for individuals and $5,250 for a couple. The existing social security system condemns old people without a private income to an existence well below the poverty line in 1975.

The scheduled improvements in the CPP as it stands now will, however, bring the YMPE up to the level of average earnings and if the CPP had been mature in 1975, the pension would have been 25 per cent of the YMPE (25 per cent x $10,450), which equals $2,613 a year or $218 a month. This would increase the incomes of unattached individuals to $338 ($218 plus $120) every month or $4,053 a year, somewhat above the poverty line of $3,150. For a couple, the higher CPP pension would net them a total monthly income of $458 ($240 plus $218) or $5,496 a year, barely more than the poverty line of $5,250.

Condemned to Poverty

The CPP, OAS and GIS are all geared to the consumer price index so that further inflation will not erode their purchasing power. But the figures showing what sort of benefits pensioners will receive when the CPP matures assume that they earned more than the YMPE, which means that the 35 per cent of the population who earn less than the average wage will still be condemned to poverty even when the CPP is mature.

This indicates that the social security system still needs some improvement; but should that improvement be applied to the OAS and GIS, which course will shore up the people with low incomes, or should the CPP be extended to the point where it discourages the impulse to save in order to provide the gravy for retirement? This is a political decision that reaches right into the heart of our political system with its stress on individualism and providing for oneself.

If the state takes over entirely the provision of financial security in old age, the sources of saving to generate capital will be reduced, in large degree, to the Government and the corporations.

The immediate problem, however, lies in the present. People retiring in 1975 do not have any guarantee that they can exist on anything better than the poverty line and the position is still worse for those who retired before this year, when the CPP pension was even lower as it was being "phased" in.

The top priority for government seems therefore to be a fast improvement in the levels of benefits provided under the GIS and, maybe, the OAS. This will go immediately to the heart of today's poverty problem—which the CLC's program for an expanded CPP evidently will *not*, as the proposed increase in pension would be phased in between 1976 and 1996 as the pension benefit rises by 2 1/2 per cent a year from 25 per cent in 1975 to 75 per cent in 1996.

The CLC proposal misses the main target and it just may be attacking the central nervous system of the economy that has made us strong.

CONFLICT AND THE NATURE OF THE INDUSTRIAL RELATIONS SYSTEM

by ROY J. ADAMS

The right to strike has long been a keystone of the labour policy of most advanced industrial nations. Implicit in the right, however, is the understanding that conflict should not result in significant losses to "innocent" third parties. In recent years this criterion has often not been met. Instead, in many disputes the public has emerged as the greatest loser. This situation has given rise to an increasing public outcry for change.

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The most widely heralded proposal has been to outlaw the strike for certain employees—those performing "essential services"—and to replace the strike with some formula composed of conciliation, mediation and arbitration. Arguments for and against various combinations of these procedures have been presented in a recent series of articles in this journal. Little is to be achieved by reviewing the arguments here. That task has already been ably accomplished by John Crispo (LG, Sept. 1974, p.619). One of the most interesting aspects of the series was the fact that, either implicitly or explicitly, all of the authors basically reaffirmed the essential soundness of the system of industrial relations. There were no proposals for radical change. Instead, all of the authors seemed to be saying that our system is either fine the way it is, or that a significant reduction in conflict can be achieved by modifying our industrial relations practices in certain minor ways. This presumption is, I believe, absolutely false.

Commenting on indexing as a response to inflation, Jean Poulin states that it is "not a remedy: it is the Aspirin tablet that prevents us from feeling the pain but doesn't attack the disease itself." (LG, Oct. 1974, p.718). In my estimation, minor modifications suggested as remedies for conflict are neither likely to cure the disease nor substantially reduce the pain. Indeed, such suggestions are dangerous because they create expectations that will almost certainly be disappointed.

The conflict problem in Canada is not just one of essential industries. Conflict is inherent in the logic of the system of industrial relations. Over the past two decades, conflict has been the subject of more public debate and research than any other aspect of industrial relations. The pay-off has, however, been negligible. Instead, the level of overt conflict in the United States and Canada has consistently been among the highest in the industrialized world.

The Swedish System

Recently I spent the better part of a year in Sweden studying the Swedish industrial relations system. For many years Swedish industrial relations have caught the eye of the international community because of the relatively high level of industrial peace in that country. Many foreign observers who have visited Sweden have returned home with the conclusion that the system works for the Swedes primarily because of historical, political and social factors peculiar to Sweden. I do not wish to take up that debate here. However, regardless of the accuracy or inaccuracy of the belief that Sweden is a special case, it is still useful to compare Canadian industrial relations practices with those of Sweden in order to illustrate the fundamentally conflictive nature of the "adversary" system we have created.

In Sweden there is a genuine respect and acceptance between management and labour. It is generally accepted that trade unions play an essential and positive role in society, and consequently the position of trade union officials is one of considerable status and prestige. In Canada, as John Porter has pointed out, "trade unions are intruders whose presence is only grudgingly accepted by other institutional elites and by the rest of society. They are accepted for their power rather than any contribution they are thought to make to social life." P.M. Marcus has made the following observations about American unions, which are equally applicable to Canada:

> Unions...seldom receive publicity except during strikes, violence, or when under investigation. They are depicted primarily as "taking" something or making demands. (unions always *demand* in the press, while management always *offers*.) Unions are seen as disrupting an on-going, constructive process.

Furthermore:

> Because little is known about the operations of unions, and because of their low prestige, immoral acts discovered receive heightened importance and generality.

Management, on the other hand, is portrayed quite differently:

> Management supplies goods and services to the general public and has higher prestige. Newspapers and other mass media consistently report their operations and contributions to community and national welfare.

One might take issue with the universality of this statement but the thrust of Marcus's argument is, I believe, sound. Business is generally thought of as constructive while organized labour is generally considered to be disruptive.

In short, Canadian society has granted only marginal legitimacy to unions. As a result, Canadian unions often perceive themselves as being under attack and they feel that they must be constantly on guard to protect the shaky rights they have had to struggle so hard to establish. Employers, especially unorganized employers, reinforce this attitude by fighting every effort of the unions to expand their influence. The Swedes would be shocked by the publication of a book entitled, *Labour Unions: How to Avert Them, Beat Them, Out-Negotiate Them, Live With Them, Unload Them*; but such titles are common in North America.

Hostile Environment

This milieu is hardly one in which the public can or should expect the unions to behave in a manner calculated to maximize the public interest. Indeed, it is incredible how responsible the majority of unions have acted, given the hostility and animosity of the environment in which they must operate.

Employers in Sweden are forbidden by law to oppose unionization and many assist unions in their recruitment efforts. In Canada, employers are accorded the right, within certain legal guidelines, to fight unionization and most exercise this right to the limit. Where unions have not been able to survive the rigors of a certification campaign, they are entirely excluded from the employment relationship.

The main argument put forth for the perpetuation of this situation is that employees have the right to freely choose union or no union and further, that employees should have the benefit of the views of both management and labour unions in order to make an intelligent choice. Although this logic has considerable appeal, it obscures the reality of the situation.

First, management has a long-standing relationship with employees in any union recruitment situation, and many employees do not wish to anger or upset their employer. Management typically attempts, however, to convince employees that by joining a trade union they are being disloyal to the firm. Second, employers have far greater access to employees during recruitment campaigns and thus have a somewhat unfair advantage over the unions in presenting their case. Third, if the union should win certification, negotiations are very difficult because of the inflammatory situation that existed just prior to certification. These realities add to the instability of the system.

Finally, to many non-union employers, "keeping the union out" is a criterion of the success of their personnel administration policies. Most employers argue that if they

do a good job of personnel management, unions are unnecessary. This argument should, I believe, be totally discredited. Due process of law is a basic right in a democratic society. If this right is to have meaning it should extend to the employment situation, because one's job in modern society is by far the most important determinant of his standing in society. Where unions are recognized, this right is protected. Although the grievance process has come in for substantial criticism in recent years, its existence is an immense improvement over the procedural void existing in non-union situations. Where employees are not represented by unions, whatever rights they have are granted, for the most part, as the result of management benevolence and may easily be taken away or abused.

Most Important Union Function

In my opinion, the guaranteeing of due process is the most important function of trade unions in our society. The great majority of laymen and far too many "experts" fail to appreciate this. Instead, the goal of unions to acquire "more, more, more" through collective bargaining is continually stressed to the point where the due process function becomes obscure and hidden. Management may have a case when it argues that it can provide terms and conditions of employment equal to or better than those of unionized employees. It cannot, however, adequately provide industrial justice. Where there is no union, management is both judge and jury of employee conduct. By this statement, I do not mean to impugn the motives of management. In my experience, the majority of managers sincerely attempt to be fair in their dealings with employees. Differences in interpretation and perception do occur, however, and in such situations, where unions are absent, employees have no recourse from unilateral management decisions.

Neither do I mean to suggest that in every union-management situation workers are ideally represented. Some unions are corrupt, others are undemocratic and still others are run by irresponsible or complacent officials. But these are not inherent characteristics of trade unionism, as so many people seem to assume. They are a blight upon a fundamentally sound social institution. Few people despise and condemn such dysfunctions more than responsible trade unionists.

Unions represent only about 35 per cent of the non-agricultural labour force. The 65 per cent of employees who are not represented by a union are subject to what is, in effect, industrial autocracy. For decades, critics have delighted in trumpeting the inadequacies of union democracy. But with the exception of a handful of intellectuals the total absence of democratic rule-making and interpretation in most of industry has been either ignored or fully accepted. In a society that takes pride in its democratic political process and often ridicules "foreign dictatorships," this situation is an anachronism.

In Sweden both unions and employers are highly organized into strong industrial and national organizations. The large majority of blue-collar, white-collar and professional employees have joined or formed organizations which negotiate with employers, and the preponderance of employers have, likewise, constituted organizations to deal with labour issues. These organizations each have fashioned unified national wages policies designed to achieve an equitable and just distribution of income. In Canada, in most industries, employer policy has been intensely individualistic.

Conflict All But Inevitable

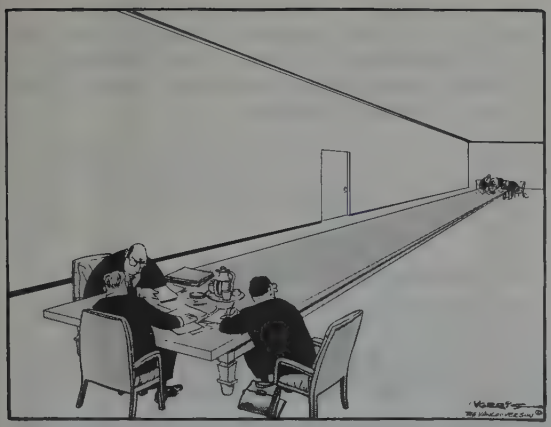
Canada is one of the few industrial nations where there is no national employer organization capable of representing the employers to the government, the unions and the public. Although the unions have moulded national organizations, their bargaining policies are, in most instances, separate and unco-ordinated. This excessive individualism and competition has given rise to an income determination system in which a high level of conflict is all but inevitable. Each time one union makes a gain, pressure is exerted upon another union to win equal or greater increases. The spiral has a limit, but conflict is usually necessary to bring it to a halt. Because of varying bargaining power, some unions do consistently well while others do poorly. Traditional wage differentials are stretched and feelings of perceived inequity lead to desperate outcrys of injustice. Conflict is the usual result.

Because of co-ordinated national wages policies, conflicts for the above reasons are kept to a minimum in Sweden. They do, however, occasionally occur. For example, in recent years the Swedes have encountered problems because of the differing policies of blue-collar, white-collar, and professional federations.

In Sweden, the quality of labour negotiations is very high. Both unions and employer associations do a great deal of research and labour negotiators on both sides of the bargaining table are well trained and highly competent. Large scale educational efforts extend deep down to the shop floor. Professionals employed by organized labour and organized management have the highest prestige in society.

In Canada, the quality of labour negotiations in many instances is as high as anywhere in the world. Many unions, however, are too small to do adequate research or

Len Norris–Vancouver Sun



Hope of settlement grew today as both parties in the dispute returned to the bargaining table...

to train their negotiators properly. Those who negotiate for small and medium-sized employers are also less competent, in the main, than might be expected. Union members, often poorly informed about the realities of the economic situation, are distrustful of their leadership and this leads to contract rejection problems. Many strikes occur as a result of these inefficiencies.

In order to adequately represent the interests of their members, trade unions and employer associations might be expected to do a substantial amount of research into basic employment issues. In Sweden, for example, the concept of "active manpower policy" was pioneered by trade union economists. Subsequently, this concept has been widely adopted not only in Sweden but throughout the western world. At present, trade union and employer organizations are carrying out research of the highest quality into new forms of work organization, new wage payment systems, education policy, immigration policy and numerous other issues of critical importance to Swedish workers. Such research by labour market organizations in Canada is rudimentary or non-existent. Most often, the research that is done is contrived to support pre-conceived positions. The sensibilities of the concerned public have been dulled by these incessant polemics and the credibility and potential influence of the labour market organizations suffers as a result.

Employer Associations Weak

Employer associations in Canada, where they do exist, are generally weak and whatever efforts they make to provide information and expertise to small and medium-sized organizations are insufficient to insure competent labour relations policy. For the most part, associations have abdicated to labour lawyers and management consultants the responsibility of providing expert assistance. This is quite unfortunate. In many European countries, employer associations have taken on the task of easing the tensions between individual managements and unions. The associations have generally been more committed to positive and constructive labour relations policies than have their individual constituents. Association officials usually bring a high level of professionalism to their tasks.

Many employers in Canada complain of what they believe to be excessive union power. They apparently fail to realize that by pooling their resources they could achieve a level of power far in excess of that of most employee organizations. This basic fact was clearly realized early in the century in Sweden. One of the major findings from my Swedish study was that employers played a critical role in the development of the Swedish industrial relations system. They were unwilling to be buffeted about by the varying and often contrary objectives and tactics of different factions of the labour movement or by the political expediency of government. Instead, they took the initiative in building a viable and stable system of job regulation. In Canada, however, employers have been either unable or unwilling to meet the challenge. They are, instead, fond of portraying themselves as pawns of forces beyond their control.

The Canadian system does have certain clear advantages. It recognizes a wide variability in occupations and employment situations and provides machinery for small groups of employees with uniquely common interests to jointly regulate their employment relationship with their employer, who may feel that his situation is equally unique. Furthermore, where collective bargaining has been established, employees in Canada receive a degree of procedural protection that is, in most cases, probably as high as anywhere.

In contrast to Sweden, Canadian priorities have been placed on individual freedom, diversity and decentralization. In practice, this choice has produced intensive competitiveness, high levels of animosity, widespread inefficiency and narrow self-interested behaviour. Whether or not this trade-off is "good" or "bad" requires the making of a value judgment by each concerned person individually. Some may feel that the benefits of the system outweigh the costs. Others may disagree. It is essential, however, that the existence of the trade-off be clearly understood because it implies that the timid and conservative proposals currently in vogue are unlikely to significantly reduce the level of overt conflict.

Three Critical Questions

If a major reduction in conflict is considered to be a serious priority, answers to three critical questions must be sought:

1. What can be done to enhance the status, prestige and legitimacy of organized labour?
2. What can be done to ensure a more equitable system of income distribution rather than one that is based primarily upon power and circumstance?
3. What can be done to improve the efficiency and responsibility of the labour market organizations in providing useful services to their members?

There are no easy or pat answers to these questions. They imply fundamental change for which there is likely to be difficulty in winning acceptance, hazards in implementation, and uncertainty as to the outcome. To denote the problems without suggesting a solution, however, would be little more than intellectual gamesmanship. Therefore, the following proposals are suggested for discussion. Each could be highly qualified. However, black and white is more likely to produce a meaningful debate than the tedious gray of most intellectual discourse.

Proposals for Discussion

1. Federal and provincial governments should support the philosophy that trade unions are a necessary and positive force in Canadian society. Organized labour should be recognized as the legitimate representative and spokesman of working people in general, and working people should be strongly urged to join or form an appropriate employee organization.

2. Employers should be denied the "right" to oppose unionization. It should be government policy that all employed people have the right to due process and that the unions are the appropriate vehicle through which this right is to be guaranteed.

3. Unions should explore the possibilities of providing services to employees even in situations where they have not attained a majority representation. This process should be facilitated by the government through legislation requiring employers to at least meet and confer with unions acting on behalf of their members who are not represented by a certified bargaining agent. Present certification procedures would, however, remain and unions would continue to be forbidden to strike for recognition.

4. Employers should seriously consider the benefits of unified action on the industrial, provincial and national level. Strong employer organizations could form a bulwark against extreme union demands and through research and service could enhance the quality of labour negotiations. To facilitate this development governments should consider the use of legislated inducements.

5. Trade unions should speed up the merger process so that unions of a viable size may exist in all sectors. Governmental incentives might be considered to aid the process.

6. In our complex modern society the position of labour negotiator requires a level of skill and knowledge similar to that of other professionals. Both the public and the membership of the relevant organizations have a right to expect professional competence from those involved in the bargaining process. Therefore, federal and provincial governments should explore ways and means of ensuring such competence. The self-governing procedures of the established professions might be given consideration as relevant models.

7. Academics should be encouraged to pursue research into the efficient administration of trade unions and employer organizations. There has been a vast amount of research concerning the administrative efficiency of business and government but practically none concerning trade unions or employer associations. Governments could facilitate such research by providing substantial research funds.

8. The proposal put forth several years ago by Harry Waisglass that all incomes and prices be made public should be required by law. This would put massive pressure on employers and trade unions to rationalize and justify their wage policies and would more clearly illuminate income problems than do currently available statistics.

9. Trade unions should give pay inequity the highest priority and a concerted attempt should be made to produce a national co-ordinated effort to achieve an equitable distribution of income. Federal and provincial governments should make it known that their support is contingent upon union efforts in this regard.

The effect of these proposals would be to radically change Canadian industrial relations. Therefore, I have no idealistic illusions about their immediate widespread acceptance. I realize that it would be very difficult to implement some of them. Nor can one be absolutely certain that they would have the desired effect even if they were adopted. It is, however, important to realize that alternatives to our current practices do exist. Our system was not created by God but by men and, given the will, it can be changed. To achieve industrial peace, fundamental change is essential. Anything short of radical change would leave the root causes of the conflict problem untouched.

IS FULL EMPLOYMENT AN IMPOSSIBLE DREAM?

by ROY LABERGE

Has full employment become an impossible dream? There are growing indications that it has, and that more and more Canadians, including politicians, are accepting high unemployment as a permanent part of the Canadian economy.

Here are some of the signs that unemployment is being recognized as a persistent, rather than a temporary economic ailment:

• The Economic Council of Canada has revised its unemployment target upwards, first for this year and again for 1976.

• Fewer and fewer economists are talking about Canada's having a choice between high unemployment and high inflation; for some time we have had both.

• The federal government has stiffened its immigration regulations, and has issued a Green Paper on immigration point out drawbacks to the status quo and calling for public discussion of policy options.

• Devices for keeping people occupied outside the conventional labour market have multiplied. One example: LIP provided about 30,000 jobs during the last two years, at a cost of about $90 million each year.

• More significant: the percentage of Canadians 14 and over at school full time rose from 7.5 in 1960 to close to 11 in 1970, and between 1946 and 1969 the percentage of the 14-19 age group participating in the labour force dropped from 60 to 38.

• The increased participation of women has expanded the labour force so much it is questionable whether it is now possible for the economy to provide enough jobs to keep unemployment at a rate once considered reasonable. In the decade ended in 1972, the percentage of women 14 and over in the labour force rose from 29.9 to 37.9, and women as a percentage of the labour force increased from 27.3 to 32.9. By 1980, those percentages are expected to reach 41.1 and 35.7 respectively.

• What's more, women are no longer holding jobs just during the few years between leaving school and getting married, and having their first child. Between 1946 and 1949, participation in the labour force by women in the 25-44 age group rose from 22 to 44 per cent; by women in the 45-64 category, from 15 to 36 per cent.

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Thomas Studio

These changes in the economy are reflected in the changing economic forecasts through the years by the Economic Council of Canada.

The ECC was established, with broad representation from business, labour, education and other segments of Canadian society, to advise the Government on medium- and long-term economic policy. In its first annual review, in 1964, it published a set of economic goals which it then considered "reasonable." One was an average unemployment rate of 3 per cent, to be aimed at "over the balance of the 1960s."

In 1964, that goal did not appear as unreasonable as it might today. During the 1946-53 postwar boom, the average annual unemployment had been only 2.8 per cent, although it rose to 4.3 per cent in 1954-57 and to 6.7 per cent in 1958-62.

That "reasonable" goal of 3 per cent has not been reached, however. The average unemployment rate for the rest of the 1960s was 4.7 per cent. By 1971 it had jumped to 6.4 per cent. It was 6.3 in 1972, 5.6 in 1973 and 5.4 last year.

In its 1972 annual review, the ECC set a revised interim goal of 4.5 per cent unemployment for 1975, and in its 1973 review, it retained that target for 1976.

The Conference Board of Canada, an independent research body supported by the business community, predicts that unemployment will average 7 per cent this year. The board is headed by Arthur J. Smith, a former chairman of the ECC. Russell Bell, the research director of the Canadian Labour Congress, also predicts 7-per-cent unemployment for 1975. Yet both see prices continuing to rise rapidly.

It is obvious that the so-called "trade-off" theory that guided Canadian economic thought for three decades is just not working. According to this theory, a country has the choice of trading off unemployment for inflation, or vice versa. What governments tried to do was maintain a balance between the two by stimulating the economy, spending money and lowering taxes, in times of business slowdowns, and practising austerity and raising taxes when too-rapid expansion threatened inflation.

This was the Keynesian theory that became popular during the Great Depression of the 1930s. It was refined in the 1950s and 1960s by a school of thought called the Monetarists, who believed that the same results could be achieved by increasing or decreasing the money supply.

Federal policy in Canada has been developed according to these theories, but the economic changes of the last several years have brought them into question. To the dismay of the traditional economists, Canada has had both a high rate of inflation and high unemployment.

In its ninth annual review, in 1972, the ECC said a simple trade-off theory is not tenable; that the links between unemployment and price changes are "complex and indirect."

The CLC's Mr. Bell puts it more bluntly: "The trade-off is dead. The Government's economic advisers are schooled in the old text books of economics, and they just aren't working any more."

In his budget speech last November, Finance Minister Turner spoke of a new trade-off "between inflation and slower growth" and said inflation, if allowed to get out of hand, "threatens the continued growth of real income, production and employment." The budget was aimed at both sustaining demand, and ensuring that private capital investment remains strong.

Some economists are turning to a theory that recognizes unemployment as permanent in our kind of economy, and not as socially harmful as it once was, largely because of measures now available to provide purchasing power to people without jobs, such as unemployment insurance and expanded welfare programs.

They point to the growing centralization of power among a small number of giant firms which, for all practical purposes, hold a monopoly of their industry: they control supply and can set prices within almost any agreed-upon range. What these firms seek in their planning is stability, and for the sake of stability they are willing to pay premium wages over long-term collective agreements.

Their high prices and high wages contribute to inflation in the total economy, but that inflation doesn't hurt these firms because they have taken it into account in their planning. Their wage costs are fixed and known for the period of the collective agreement, and to them a high rate of unemployment is an advantage because it means they can hire from a long queue of unemployed workers.

Since these oligopolies in steel, pulp and paper, mining and the auto industry will continue to dominate the economy for decades, economists who hold this theory contend that high unemployment is here to stay.

One of the factors in the persistence of high unemployment is regional disparity, which is proving to be a more complicated problem than policy makers apparently once thought. In 1962, the ECC pointed out that regional disparity had continued through four decades embracing "buoyancy, expansion, a severe depression, a prolonged war and a period of revived national growth."

Won't tolerate deviation from work ethic

Regional disparity has persisted through the decade since then. The tragic truth is that overall efforts to boost economic activity don't alleviate regional disparity, especially in unemployment, but may even worsen it, since they produce jobs in the more prosperous areas.

In 1973, when the average unemployment rate in the country was 5.6 per cent, the rate in the Prairies was only 3.9 per cent, and in Ontario, 4 per cent. However, the rate was 6.5 in B.C., 7.5 in Quebec and 8.9 per cent in the Atlantic provinces. In Newfoundland, it was 23 per cent, more than double the 1966 rate there of 11 per cent.

Canadians appear less optimistic than in the past about the effectiveness of programs to attract industries to low-growth areas. In a study for the C. D. Howe Research Institute, a Canadian economist, David Springate, found that many projects supported by the Department of Regional Economic Expansion could have gone ahead anyway without the federal aid. In many cases, Springate says, the Government was approached only after the company had made its decision about where to locate. A similar conclusion was reached in a study by a professor at the University of Ottawa, Carlton L. Dudley.

Although unemployment persists, and was a major issue in the 1972 federal election, it has since almost dropped out of contention as a public issue as attention turned more and more to the problems of inflation. After the 1972 election, the Government did what the opposition parties had asked it to do, stimulate the economy. Nevertheless, the 1973 inflation rate of 7.6 per cent did not end high unemployment.

So full employment may be an impossible goal, but it is highly unlikely that most Canadians are willing to accept the possibility that a major part of Canadians of working age will regularly have to be subsidized by the taxpayers, whether through welfare, a subsidized unemployment insurance fund, subsidized post-secondary education or make-work programs such as Opportunities for Youth or Local Initiatives projects.

Reuben Baetz, the director of the Canadian Council on Social Development, points out that despite a pronounced trend toward greater liberalism in Canadian value systems and life styles, "Canadians still will tolerate little deviation from the traditional work ethic."

He adds: "It seems we can accept all types of behaviour in healthy people as long as they display their ability to remain self-reliant through work. The only exceptions are a few top-income Canadians who have never worked and will never work, and a handful of handy cop-outs at the other end of the income spectrum who reject what they regard as the overly materialistic values of our society."

If unemployment is here to stay, the politician who wants to stay in power, or gain power, might do well to ignore that fact in his public posture.

Labour Peace Commission

CONTINUING THE DIALOGUE

by ED FINN

The response from federal and provincial labour ministers to my Labour Peace Commission proposal (LG, Nov. 1974) dashed all hope of its being given a trial in any of the eleven Canadian jurisdictions.

Not that the replies have been uniformly negative. On the contrary, most were quite complimentary, especially in referring to my diagnosis of the ills that beset collective bargaining in the public sector. When it came to my prescribed remedy, however, they all expressed reservations of some kind, either in principle or practice.

When the diplomatic verbiage is stripped away, the message that comes through from the ministers is that none of them is prepared to take the political risks that would be involved in setting up such a tribunal. Even those who admit it might have the peacemaking effects I outlined—or who confess they don't have any better ideas—are reluctant to deviate that far from the conventional bargaining procedures.

Naturally, I am disappointed. It seemed to me, when I drafted my open letter to the labour ministers, that the obvious inadequacy in the public sector of the adversary system of labour relations—and the mounting chaos it was producing—would prompt at least one of them to experiment with the LPC concept. I underestimated the entrenched power of those in government, in management, and in labour who have a vested interest in preserving the existing system, no matter how inappropriate or disruptive it may be.

At the same time, I have to be careful not to become so wedded to my own proposed solution that I turn into a fanatic. The Labour Peace Commission idea does have flaws, and some of the ministers (as well as others who offered constructive criticism) have correctly identified them. But I don't think these defects are sufficiently serious to invalidate the proposal. I still think the basic concept is sound, if implemented by a government genuinely committed to making it work.

Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers union, writes a regular column on labour for the ***Toronto Star.***

Photo Features

Critiques of Ministers

In the interests of keeping the issue alive, at least in the debating stage, I'd like to comment on some of the ministers' qualms and critiques, along with the reactions of other politicians, journalists and labour officials.

The federal minister of labour, Hon. John Munro, referred to my suggestion as "probing and thoughtful." He thought it "will assist us in moving in the direction of finding new solutions to labour-management problems..." He rejected the LPC, however, on the grounds that the adversary system is not "inevitably negative" and that it can be adapted successfully to the public sector. "The parties accept the necessity of third-party intervention (when the public interest is severely threatened)," he wrote, "but that does not mean that they want to surrender the free bargaining system to the third party as a matter of course. In certain sectors of the public service, employee organizations have the option of choosing third-party instruments for settling disputes in bargaining. The essence of this system is the freedom of choice between eventual strike action or arbitration."

Mr. Munro has obviously misinterpreted my proposal. A Labour Peace Commission, as I envisage it, would not involve the surrender of free collective bargaining. Its principal function, in fact, would be to furnish reliable, up-to-date facts and figures to the negotiators of both sides, to assist them in reaching voluntary settlements. Only when the free bargaining process breaks down would the secondary function of the LPC be activated—and then simply to *suggest* objective settlements terms, not to impose them.

The blunt truth is that collective bargaining is failing, more and more frequently, to produce voluntary agreements, especially in the area of public services. The result is an alarming increase in strikes and lockouts, which can be prevented—if at all—only through some form of third-party adjudication. And no matter if they are called mediators, conciliators, arbitrators or anything else, these third-party "referees" are being called upon to expedite or devise settlements in nearly half of all contract negotiations involving public employees.

Some critics of my proposal claim it would be impossible to staff a Labour Peace Commission with adjudicators sufficiently wise to formulate "fair and adequate" criteria for dispute settlements. Of course, I am the first to concede that omniscient, infallible human beings can't be found to serve on any judicial agency. But the ad hoc specialists we are now using don't have godlike attributes, either, and they are guilty of many errors of judgment. There is no consistency between the terms they suggest or impose. Since they are called in only after a crisis develops, and since they have neither the time nor the resources to make more just and rational decisions, there is much dissatisfaction with their services.

Would it not be preferable—if we are to have third-party intervention, anyway—that it come from a permanent tribunal, composed of the most qualified people available, with ample time and facilities to produce reasonable, well-documented, consistent recommendations? Granted, they would prove far from infallible, but I feel certain they would improve substantially on the "track record" of the existing motley crew of ad hoc Solomons on whom we now rely.

One of the failings of the present system is that in most cases the very best adjudicators—men of the calibre of Senator Carl Goldenberg, Mr. Justice Emmett Hall, and Judge Allan Gold—are not called upon until a dispute has resulted in a damaging strike. Senator Goldenberg's most recent achievement was his excellent arbitration award in the dispute between the Toronto Transit Commission and its employees. It was generally acceptable to both sides.

Had his report been available in the form of recommendations from a Labour Peace Commission when the impasse first occurred, it would almost certainly have averted the TTC strike. The same could be said of the arbitration award of Mr. Justice Hall in the aftermath of the 1973 railway strike, if he had been chairman of a federal LPC before that very costly strike began.

No Powers of Compulsion

Labour Minister Munro's misconception of the Labour Peace Commission as a body to be vested with arbitrary powers, and one that would take the freedom out of collective bargaining, was shared by several of his provincial counterparts. This puzzles me, as I thought I had been unequivocal in stating that the LPC should have no powers of compulsion whatsoever. Its success or failure would be determined by the degree of competence, fairness and credibility it could establish. That is why I stressed the importance of appointing to such a commission only the most able and experienced candidates, individuals who are well-known and respected by labour and management alike. Granted, such qualified persons are now few in number, but there are enough to staff at least three or four LPCs; and it would surely be possible for the required additional commission members to become qualified.

Despite my efforts to put forward my proposal in clear and concise language, different ministers interpreted it in different—almost diametrically opposite—terms. Manitoba Labour Minister Russ Paulley, for example, replied that he was "not in favour of clothing such commissions with the

kind of authority which Mr. Finn's article appears to envisage, which to me is tantamount to compulsory arbitration." And the minister of labour for British Columbia, Bill King, referred to the proposed LPC as "a tribunal with arbitration-like powers."

In contrast, Saskatchewan Labour Minister Gordon Snyder correctly perceived that I was opposed to giving the LPC any power other than that of moral suasion. "I was impressed," he wrote me, "to notice that you reject the conventional and doctrinaire solutions that are usually made to us, such as compulsory arbitration..."

Mr. Snyder's response was probably the most positive. "Your idea that the commission could, if necessary, establish recommended terms of settlements where the parties are unable to negotiate a settlement is a good suggestion. I will certainly consider the idea and its implications very fully," he promised. "As you point out, it would certainly put a heavy onus on the parties to accept the recommendations unless they could prove them to be unfair or inadequate."

In his reply, B.C.'s Bill King erroneously compares my proposed LPC with the ill-fated Mediation Commission established in his province by the previous Social Credit government. There is, of course, no similarity between the two. The LPC would require no special legislated authority whatever. It could be created without altering present legislation, and exist as a source of both reliable information and impartial settlement terms that the parties could make use of, or ignore, as they chose.

Far from interfering with the right to strike, as Mr. King also implies, such a commission, to function effectively, would have to deal with unions that had the broadest rights to withdraw their labour. That would be one of the prerequisites to its success. The commission, by devising "fair" and "adequate" settlements terms, would strive to make strikes by essential service employees unnecessary rather than illegal. The strike, after all, is a means to an end—and if the end can be achieved with far less cost and effort, most unions will gladly choose that alternative.

Mr. King asks how such a commission would determine what constitutes fairness. I admit that such terms as "fair" and "adequate" are subjective. But that is what leads to conflict in the first place. A breakdown occurs in direct negotiations because the unions and management representatives have different notions of what those terms mean, and cannot reconcile them. That is going to continue to happen, and when it does, those terms have to be defined sooner or later, either in open conflict or by some third party. At present, the third-party adjudication is hastily contrived by government-appointed referees, and sometimes even by the legislative assemblies themselves. Is this haphazard approach really preferable to having a full-time, highly skilled, properly staffed, independent body to produce suggested settlement terms when needed? The logic of Mr. King and others in wanting to cling to the existing ad hoc, inconsistent, patchwork process is beyond my comprehension.

Impartial Agency Essential

Quite apart from other considerations, I believe an impartial adjudicative agency is essential in the public sector to eliminate the conflict of interest that governments face when they act both as employer and as protector of the public interest. Can one fairly and objectively act as both player and umpire in the same game? Perhaps. But can one convince the other players that justice is being done? I fail to see how.

Although most of the labour ministers accepted my diagnosis and rejected my remedy, Hon. A. E. Hohol of Alberta rejected my diagnosis but found "merit" in the Labour Peace Commission...because it is supportive of an effective collective bargaining process. "However, he doesn't promise to experiment with it, or even to study that possibility, and concludes with a rather platitudinous reference to the need for establishing "an ever effective collective bargaining system." After reading his letter several times, I'm still unable to comprehend why he spurns my basic premise that the adversary system was not designed (and is inappropriate) for the public sector. I suspect he misunderstood my thesis, especially when he misquotes me as blaming public policy for creating the adversary system. That's not what I said. I blamed public policy for *transplanting* the adversary system from the private sector, where it's still an acceptable "profit-sharing" mechanism, to the public sector, where there are no profits to be fought over.

The labour minister of Prince Edward Island, Hon. George Henderson, in his otherwise complimentary letter, wonders if the Labour Peace Commission is not just another "gimmick." I can only respond that it wasn't intended to be a gimmick, and that, in my view, it would not be at all gimmicky if implemented by a government firmly committed to it. Mr. Henderson also voiced the fear that "if cases were referred (to the LPC) in any great numbers, it might possibly be identified as a government wage control board." Again, I would not expect that to happen if the commission were set up as a truly independent and autonomous agency. I would anticipate, to the contrary, that governments would often disagree with the size of wage increases recommended by the LPC, which would presumably base its proposals on the merits of each individual case, rather than adhering to any general wage guidelines.

In fact, I suspect that much of the reluctance to establish an LPC stems from the politicians' fear that it would *not* be subject to their influence, that it would make decisions affecting the expenditure of public monies without the constraints of public policy. This is true enough. But isn't that what is happening already, through the ad hoc arbitration and conciliation procedures? Under the LPC, governments would at least have the assurance that each wage increase recommended would be justified factually and statistically. And there would be another advantage to governments. They would be relieved of the present sticky problem of being unable to grant extra-large increases, even when justified, for fear of setting dangereous precedents. If such variations were sanctioned by an impartial tribunal, they would not set precedents for government, nor bind the government to them in any way.

The labour ministers of Newfoundland, Nova Scotia, New Brunswick, Québec and Ontario declined to comment on my proposal, displaying a lack of interest in possible reform—or even in discussing the subject. This is regrettable, especially for the two largest provinces, which are most in need of improved labour relations. The silence from Québec was predictable, I suppose, reflecting an automatic rejection of any idea that originates from an Anglophone. And the Ontario apathy is unfortunately characteristic of a province whose whole labour relations system is probably the most regressive in the country.

Letter of Commendation

I did receive a letter of commendation from one member of the Ontario government, Mr. Frank Drea, MPP for Scarborough Centre and parliamentary assistant to the Ministry of Consumer and Commercial Relations. He described my open letter as "the first real attempt at trying to come up with the elusive alternative to the present system," and put my LPC proposal on the Order Paper for debate in the current session of the Ontario Legislature. Mr. Drea's favourable response no doubt stems from his knowledge of the industrial relations scene, derived from his years of experience as a labour reporter for the now defunct *Toronto Telegram*. His expertise, unfortunately, is not shared by any of his colleagues, including the latest minister of labour, Hon. John P. MacBeth.

Mrs. Shirley B. Goldenberg of the Faculty of Management at McGill University provided another reason for the negative response from Québec. In writing to say that she believed the LPC concept "is certainly worth a try," she added "it is hard to be optimistic when I consider the situation in my own province. The success of a Labour Peace Commission, as you point out, is largely dependent on confidence. It is especially dependent on good will. What happens when the motto of one of the parties is 'Cassez le système'? The politicization of public sector labour relations is a complicating factor in Québec."

True enough. To be effective, an LPC would have to operate in a climate where the contending parties were at least receptive to third-party advice. As long as they are totally committed to bludgeoning each other into submission, a Labour Peace Commission would be a useless appendage to the adversary system rather than an alternative to it.

Senator Eugene Forsey, a former director of research for the Canadian Labour Congress, wrote an approving letter describing my proposal as "invaluable." He said that, "though far more complete and well thought-out, it is not substantially different from one I made about railway disputes some years before I retired from the Congress."

Another favourable response came from Max Saltsman, MP for Waterloo-Cambridge, and finance critic for the New Democratic Party. "It seems to me that we really can't go on indefinitely with the all-out adversary system," he wrote. "I have always found it a little difficult to understand how socialists have been amongst the least willing to minimize some of these clashes. Presumably it comes from the Marxian analysis of class conflict, but I just can't see that our particular society really lends itself to that kind of a solution. I have often thought that we would have to evolve a system of labour jurisprudence based on definable criteria that would flesh out words like 'fairness' and 'adequacy' and in which decisions would be based on mutually agreed-upon evidence and facts. That is probably a long way off, but your proposal strikes me as a way of moving toward a rational resolution of conflict rather than the highly emotive ones we now depend on...I hope they listen to you."

The only written response I've yet received from a labour official came from Larry Ryan, secretary-treasurer of the Victoria, B.C., Labour Council. "Your basic proposal makes sense," he wrote, "and would fit the B.C. situation where now six of the top ten unions belong to the public sector, and where the prevailing Labour Code philosophy is based on the concepts of another era. I found your analysis challenging and constructive."

Noticeable Coolness

Mr. Ryan's favourable reaction has not been typical of the labour movement. Although I have not seen or heard any strong attacks on my proposal by union officers, I have detected a noticeable coolness to the idea, and in some labour quarters a wariness bordering on hostility. This was to be expected. It would be quite naive to think that public service unions would consider scrapping the adversary

system unless they had some firm guarantee that its substitute would prove just as effective and fruitful. After all, public employees are only just learning how to make the adversary system pay off. After many years of having substandard employment terms imposed on them by employers who have exploited their essentiality and denied them full bargaining rights, they have rebelled. They have seized those rights and exercised them, often in defiance of unjust laws. And their new-found militancy has produced the results they sought—wage and benefit levels that previously were confined to workers in the private sector.

The public service unions must therefore be excused a certain cynicism in assessing the growing concern over the strikes they are forced to conduct. They note that the adversary system seemed to be quite acceptable when practised one-sidedly by governments. Only now, when the employees also are learning how to play the adversary game, is there an outcry that the rules be changed. My LPC proposal is viewed—mistakenly but understandably—as an alternative that would give employees less than they can wrest from governments and other public employers by the unfettered—if sometimes illegal—use of the strike weapon.

I was asked by an official of the Canadian Union of Public Employees whether I thought a Labour Peace Commission would have recommended the 50 per cent increase for Toronto hospital workers achieved last year through an illegal strike threat. I replied without hestitation, "yes." For that increase, though unusually large, was obviously justified; and I would expect an LPC to endorse any justified wage boost, regardless of its size, if it were necessary to correct long-standing disparities. If an LPC did not base its recommendations primarily on merit, it would soon discredit itself in the eyes of organized labour and inevitably suffer the same fate as the B.C. Mediation Commission and the federal Prices and Incomes Commission. Indeed, I would say that the first priority of a Labour Peace Commission would be to redress the imbalance of income levels in the public sector, particularly among such chronically underpaid groups as hospital workers. Until these inequities are corrected, occasional abnormally high increases must be recommended and approved by any impartial body designed to establish and maintain fair and adequate employment standards.

I am not implying that a Labour Peace Commission would necessarily have to live up fully to union expectations, no matter how large wage demands might be. But it would have to establish a reputation for fairness and integrity if it hoped to woo public service unions away from the strike route. For they have found out in the past few years that the adversary system "works" as well for them, as for unions in private industry. The size of some of their recent wage gains attests to that. If the socially unpleasant effects of the adversary system are to be avoided, it can only be through an alternative system that produces equivalent pay and benefit levels. As long as governments and other public employers adhere to the adversary system, forcing their employees to fight for these improvements, they will have to pay the double price of both rising labour costs and disruptive strikes. A Labour Peace Commission could prevent most strikes by essential workers, and perhaps even reduce somewhat the size of wage settlements, since most employees would be willing to take a little less to avoid the loss of pay entailed by a strike.

Morden Lazarus, the former public relations director of the Ontario Federation of Labour who now publishes a news service for labour journals, says that "many trade unionists are likely to be skeptical of any innovative idea such as a Labour Peace Commission. They may very well think that many more fundamental things will have to be changed before labour and management walk down the road arm in arm. However," he added, "it is healthy for fresh concepts to arise within the trade union movement, and it is healthy for union members to consider and criticize them."

Union Skepticism

An indication of the union skepticism to which Mr. Lazarus referred came from Claude Edwards, president of the Public Service Alliance of Canada, in an appearance last December before a Joint Senate-Commons Committee. "No creation of a structure dedicated to labour peace will work," he said, "unless government pay policy is more realistic...We could not support the creation of a supra-national labour peace committee. It is the good will of people, of individuals at the negotiating table, which can do more to maintain harmonious staff relations."

I have no quarrel with Mr. Edwards' last observation. It simply echoes the point I made in my open letter that it is up to governments to take a more enlightened approach to their relations with employees, and to take the initiative in abandoning the adversary system. Such a change in government policy would have to precede the establishment of an LPC if it were to have any chance of functioning effectively. I would hope, however, that, if that precondition were met by government, Mr. Edwards would take a less negative view of the LPC concept.

Press comment on my proposal has generally been favourable, or at least open-minded. The Canadian Press did a good story on it, which was used by many newspapers across the country. Murray Goldblatt gave it full and sympathetic coverage in his *Montreal Star* labour column. And George Dobie, veteran labour reporter for the *Vancouver Sun*, was particularly fulsome in his praise, calling it "a great idea." He pointed out that, even with an

LPC in operation, "the normal procedures would apply regarding the right to strike or lock out...But Mr. Finn's commission already will have come to the fore by researching the dispute in detail in major areas in advance of preparing settlement terms. At some point in time, whether or not there has been a shutdown, the parties will have had to accept the settlement. The point is that labour and management negotiators have lots of time to exercise their right to free collective bargaining. If they can't get a settlement and have to become a burden on the taxpayer, there should be some obligation to accept an independent settlement."

I would add only that the "obligation" would have to be strictly moral, not compulsory—and that even moral suasion will not work unless the proposed settlement terms are clearly based on the criteria of justice and adequacy.

Mr. Dobie touched on a crucial point when he wondered in print, "Wouldn't it be interesting to know now what portion of labour department budgets is spent on providing assistance (mediation, conciliation, arbitration, industry specialists, as well as statistical data) to union and management antagonists to settle their grievances...and the degree of success."

A Labour Peace Commission, equipped with the technical resources to produce full and reliable data on employment standards, would greatly reduce the costs of maintaining the fragmented and often duplicated research facilities now operated by several government departments and Statistics Canada. It would also cut conciliation, mediation and arbitration costs considerably, since there would be much less reliance on these ad hoc peacemakers. I suspect that the coolness displayed toward the LPC idea by most of the lawyers, academics and other professional adjudicators who are now handsomely paid for their efforts to resolve industrial disputes stems in large part from their realization that an effective LPC would drastically reduce the demand for their services. It should not be forgotten that these specialists—no less than the full-time labour and management "gladiators"—have a vested interest in perpetuating the adversary system.

Strongest Press Criticism

The strongest press criticism of my proposal came from Peter Slee, labour reporter of the *Hamilton Spectator*. He argued that it would "eliminate any incentive to constructive good-faith bargaining between the parties themselves because negotiations would be carried out under the knowledge that the commission will determine the final outcome. In fact, it would discourage realistic proposals from both sides, with the union fearing that its demands may fall short of the commission's recommendations, and management fearing to offer more than the commission recommends."

That might be the case if the commission's proposed terms were to be revealed whether an impasse was reached or not. But in fact the commission would only put forward its recommendations if and when negotiations broke down. There would be nothing to inhibit a voluntary settlement, since there would be no commission second-guessing to embarrass either side. Besides, if the prospect of third-party proposals were to have the discouraging effects Mr. Slee describes, would it not have the same effect at present in any set of negotiations that the parties realized could go to conciliation, mediation or arbitration? I don't think his argument stands up.

Mr. Slee contended also that the LPC, by basing its criteria on private sector precedents, would "guarantee the continuation of the current time-lag between innovation in private sector bargaining and the adoption of these innovations in the public sector." He went on to claim that groups such as hospital workers, who have no counterparts in the private sector, "would continue to fall behind employees in other types of occupations."

This would be true only if the LPC's scope and philosophy were to be as narrowly circumscribed as Mr. Slee conceives them. (He described the commission's ability to innovate as "extremely limited.") On the contrary, I would expect the commission to be guided more by humanitarian than by statistical considerations, and to have the broadest powers to set new levels of employment benefits in the public sector. That is why I suggested that the chairman of a Labour Peace Commission be someone of the stature of Senator Goldenberg or Mr. Justice Hall, men who can identify and sympathize with working people, who don't hesitate to break new ground, and who can be relied upon not to confine their recommendations to a comparison of cold statistics.

Mr. Slee makes three more criticisms. One is that "the commission system would leave a group of people not involved in the particular operation to determine what's important to the employees and employers themselves." The second is that strikes may still occur over non-monetary issues that would not fall within the commission's compass. The third is that "no new machinery is needed to achieve the voluntary good-faith granting of what's fair and equitable in civil service contracts. All that's needed is reasonable men of good will."

The first of these points is valid, as far as it goes. Obviously the people most qualified to judge what's important in a dispute, and to resolve the conflict, are those directly involved. The establishment of an LPC would not take that right away from the parties. Only if they are

unable to agree would the LPC enter the picture. As Mr. Slee says, the commission members won't have the personal experience or knowledge of the industry that the parties themselves have; but that is true of most of the ad hoc third-party referees now being used. At least the members of an LPC, employed at this peacekeeping job on a permanent basis, would have more time to become familiar with the operations of each industry under their jurisdiction.

The argument that non-monetary matters beyond the commission's scope could lead to strikes, even if the major financial items are settled, is indisputable. As I said in my open letter, I'm not suggesting that the LPC would be a panacea, that it would remove all possibility of conflict. I admitted that some strikes would still occur, no matter how successful the commission might be; but I expressed the view that their numbers would be greatly reduced. I believed, and still do, that nine out of ten strikes are over major monetary issues. It is rarely that a group of workers will feel so strongly about local working conditions that they will stage a walkout, especially if they are reasonably satisfied with their wages and major fringes. But when they do, that's part of the price we must pay if we wish to preserve basic rights and freedoms.

Both Player and Referee

I don't agree with Mr. Slee that all that's needed to eliminate the disruptive effects of the adversary system is more good will and good faith by the negotiators. That, I would agree, is a vital prerequisite. But we would still have the conflict of interest inherent in any situation where government is both the employer and custodian of the "public interest"—both player and referee; and, in a crunch, the enforcer of settlements by legislative fiat. The injustice of this multiple role-playing—or even the imagined injustice that the employees see in it—will always be a barrier to amicable labour relations in the public sector unless the services of an impartial agency are made available. We have recently seen a graphic display of this conflict of interest in the dispute over the salaries of Members of Parliament. The same conflict of interest, only one step removed, is involved in the government's setting pay levels for its own employees. And the answer is the same in both cases: Turn over the job of developing guidelines and making recommendations to a competent, neutral third party.

In closing this rebuttal, I am under no illusion that anything I could say to critics of the LPC concept would change their minds. One reacts to a proposal such as mine on two levels: the intellectual and the visceral. The second level is not merely instinctual, but is based on the totality of one's experience in the labour relations field, on one's feeling of what is feasible and what isn't, and, perhaps, on one's philosophical biases and vested interests too. This gut reaction (which admittedly is often just as reliable as a purely rational assessment) is immediate and not ordinarily susceptible to change.

I haven't given up on the Labour Peace Commission proposal, but this is the last I will write about it for some time. When I outlined it in my open letter to the labour ministers, I referred to it as "an idea whose time has come." I was wrong. Apparently, there will have to be much more frequent and more disruptive disputes in the public sector before governments will consider abandoning—or even modifying—the adversary system. I had assumed that the politicians would have learned by now that they can't treat their employees as adversaries without inflicting on the public the socially damaging effects of that labour relations system. I greatly overestimated the politicians' capacity to learn from their mistakes.

SHIRLEY CARR: A Profile

by JACK WILLIAMS

Shirley Carr, first woman to be elected to a top office in the Canadian Labour Congress, believes the Canadian labour movement is headed toward a much more promising future; and she intends to have a part in getting it there. Mrs. Carr is a woman who expresses herself with a determination that leaves the impression she would be annoying, at least, to anyone who got in her way.

When she stepped into the important position of executive vice-president of the Canadian Labour Congress last spring, she had a background in public service unionism at both local and provincial levels. Beyond this, she came of a trade union family. Her father had been a Cape Breton coal miner before moving to Ontario and establishing a butcher business at Niagara Falls. That was before the Great Depression, and during the difficult days of the thirties the business collapsed.

The Carr family went through the bitter experience of getting along on welfare for several years; and so it was not surprising that Shirley, the seventh of nine children, later showed an interest in social work. When she left school she filled various positions in the offices of the Township of Stamford before she reached the welfare department. But it did not take long for her to decide: "That was my cup of tea."

As a permanent employee she had her first contact with the union. A short time later, the Township merged with the City of Niagara Falls, and the union, confronted by an antagonistic management, entered a difficult period of adjustment. It was during this time that Mrs. Carr emerged as a leader, eventually becoming president of a new local of the Canadian Union of Public Employees.

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer.

Thomas Studio

Of the 450 members, 400 were men. Then she was elected president of CUPE's Ontario Division.

This, in addition to being a wife and a mother—the Carrs have one son—might seem enough to keep anyone busy; but she still found time to serve as a vice-president of the Niagara Falls division of the Council of Women, and vice-president of the Niagara Falls YWCA. As if that were not enough, she studied at and graduated from the School of Labour Studies at the Niagara College of Applied Arts and Technology, and took a correspondence course in welfare administration from the Ryerson Polytechnical Institute. She still maintains her Niagara Falls women's organizational connections, though her absence from home prevents active participation.

All this is symbolic of a drive that seems characteristic of Mrs. Carr. A headline in the *Vancouver Sun* when she was a candidate for the CLC office during the convention in that city—"Shirley Reaches for the Top"—is an accurate description of more than a single event.

A Politician at Heart

Trim and vivacious, her dress reflects per personality—businesslike without any sacrifice of femininity. She speaks

forcefully, in private conversation as well as in her public addresses. Some of her critics have suggested that she sometimes is inclined to overstate her case; but obviously the emotions run deep. At heart she is a politician, enjoying the new experience of working at the national level, and ready to benefit from that experience.

Her election at Vancouver was taken for granted, and she easily led the race among three candidates for the two executive vice-president positions. Her name was on the slates of both the administration and the "reform" groups.

This marked the first occasion a woman had been elected to a full-time position in the CLC. It was regarded as recognition of the place of women in the labour movement, a nod in the direction of a new status for women.

Mrs. Carr has some definite views about this trend, and about the Women's Liberation Movement:

"First of all, my basic philosophy is that I am a trade unionist; and as a trade unionist I believe in equality for everyone. I think the Women's Liberation Movement has done some good things, and has brought forward some good information. But I also think they are destroying some of the things we had already done, and I tell them this.

"Quite frankly I'm a bit afraid of 1975—International Women's Year. I think the secretariat in Ottawa is turning it into just a polished political campaign. I'm afraid all this publicity in the newspapers and on radio and television is going to turn people off, just as political campaigns do. This money should be used at the grass roots, where the people who need the help are. What is being done is being done by professionals who are unable to get down to the level of working people to talk to them in their own language.

"The Liberation Movement itself has some problems. Some of these gals have real hang-ups; on abortion, for instance. We were making real progress on this issue; but when women shackle themselves to benches and all that, they destroy everything we had done. They just turn people off. Now the issue of abortion is coming forward again, and something will have to be done about it."

She recognizes difficulties in establishing equality for women on the job, and even within the union movement:

"It's starting, but the real problem is on the management side. They are doing all kinds of things to stop equality. The phrase 'equal pay for equal work' leaves something to be desired; it should be 'equal pay for work of equal value.' The unorganized women bother me, and so do women who hire domestics at $1 or $1.50 an hour.

Photo Features

Carr: worried by women's attitude

"But this year the trade union movement is really pressing to eliminate discrimination through clauses in collective agreements. I think this will be an important year for coming to grips with equality as far as collective bargaining is concerned."

Women in Unions

Turning to the participation of women in unions, she is familiar with the problem presented by the heavy home responsibilities that many women face. She points also to a common tendency to regard all women as being established with a husband. There are thousands of single parents, widows, and women who have remained single.

"It isn't that they don't want to come to union meetings," she says. "I know from my own experience that there are often things they have to do in the home. But unions should do more to encourage them. They should be invited to become active, and perhaps take an office. They don't always have to take the big positions if they haven't the time.

"I do think more women are becoming aware that they should take part. Women are often the first to be laid off when there is unemployment. If there isn't a seniority list, they are in difficulty."

As a white-collar worker she is sensitive to labour's performance in that area; and she is frank in admitting that, apart from the public service, it has not been good.

"There certainly isn't the progress I would like to see in the banks and insurance offices and that sort of thing. There are reasons for this. Sophistication means a great deal to the young women these companies have as employees. But to say that you work in a bank, or a lawyer's office is not enough. These people are being had—by their salaries and by fringe benefits. Not necessarily by working conditions, because they are usually pretty good. But those who are unionized have all these other benefits, and better salaries as well. We have had trouble reaching these people. What we need are organizers who speak their language, and who are acceptable to them; but who also know the union movement."

She has strong views also about labour relations in the public service, where she has spent most of her working life. She told the annual general meeting of the Civil Service Association of Ontario last fall:

"It is clear that the serious question facing the policy-makers in Canada is no longer whether the Queen should negotiate. That dilemma has been resolved in the affirmative. The present concern is to find the appropriate mechanism at each stage of the bargaining process to accommodate the rights that are available to workers in the private sector, with the particular characteristics and restraints in the public service.

"Therefore, governments have an opportunity and a responsibility to take the initiative in encouraging the organization and development of trade unions; and encouraging conditions for true collective bargaining among their own employees, and establishing the ground rules for good collective bargaining in the private sector. What we want is the Government of Ontario to come out and say that Ontario thinks free collective bargaining is good for the workers, and good for Ontario."

Indignant and Annoyed

She is indignant when public employees are treated as second-class citizens, and becomes annoyed with those "who think they owe their souls to their employer, the government." "It's like it was a few years ago when a teacher couldn't go into a beverage room and have a beer," she explains, with a typically working-class analogy. "But now, for the first time, it's changing. Public employees are thinking like trade unionists. They are saying, 'I work eight hours for you, and I get paid for eight hours. The remainder of the day is mine, I don't sell my mind and my soul to you.' There hasn't been as much of this feeling in the private sector, it's more free and easy there. People see the issues and say, 'We need a union.'"

She adds:
"In a free society working people should not be subject to authoritarian control in the work place to a degree that would be considered intolerable in the community at large."

Mrs. Carr has obviously given considerable thought to the philosophy and practice of collective bargaining, and she relates the conclusions to her broader social views:

"Considerably more money, effort and time is being put into machine development than into understanding and developing people. This is not to say that effort can be measured only by time and money; but management that stints on the effort to understand and develop its workforce is neglecting its most valuable asset. A special relationship must exist between management and worker, and if that relationship is right, and production and administration go smoothly, then the financial results ensuing represent an ever-increasing improvement in rewards.

"The reason the present system of collective bargaining is not working across the country is because there is scope for too much intervention by a third party. This restricts a free and natural relationship between worker and company. More freedom will bring greater responsibility. Governments can improve relations by good labour legislation. They can improve relations by their good example. And they can improve relations by activity that would stimulate the development of labour-management co-operation."

As she became increasingly prominent in the labour movement, Mrs. Carr was quickly recognized as one of those pressing for structural and other changes. Her age—45—had not removed her too far from some of the younger elements, and proposals for shifts in emphasis had an important place in her platform as a candidate for the CLC office. She is strongly in favour of mergers to create larger, more efficient and more viable unions. She foresees, for example, the time when there will be one union in the public service field.

This is not going to be easy to accomplish, and Mrs. Carr is having some first-hand experience through her assignment to try to bring together the various associations of public employees at the provincial level. She reports progress and is optimistic.

She has been identified as a strong nationalist, at times critical of international unions; but this is an over-simplified assumption.

She explains:
"I can appreciate that people want to keep certain ties with their international unions. I have no quarrel whatsoever with that; but the Canadian membership must control its

own destiny. They are working toward this and there is great progress. In my opinion, there are going to be big changes in the next five years."

International Unionism

She draws a distinction between "continental unionism" and "international unionism." Last November she was a delegate to the International Labour Organization's regional conference on the Americas (North and South) and was elected vice-chairman of the workers' delegation. Representatives of labour, management and government from 26 countries spent their time at Mexico City examining methods of improving the living and working conditions of peasants, and strengthening tripartism within the organization and the nations.

This is the type of international relationship that impresses her:

"When people talk about international unionism they need to start re-arranging things. True international unionism means unions around the world, not just on this continent. One day we are probably going to have that—all the steelworkers under one umbrella, that sort of thing.

"We may have some sort of continental relationship between the United States and Canada, and then a truly international organization beyond that. That is the only way we are going to be able to reach the unorganized, the farm workers and the migrant workers. And that is the only way we can really approach such problems as the food crisis. We have to start at that level, holding conferences among people from our own organizations.

"The 1974 United Nations Conference on Women showed that up very clearly. Unions did not have an opportunity to contribute to that conference; but it was clear that the problems that have to be ironed out are common to everybody. If unions don't have this kind of international communication we are in some difficulty. Governments are speaking from positions far away from those of labour. They don't know and they are not aware of the real problems, because they are not involved with working people.

"At the conference in Mexico City we dealt with the migrant workers and underprivileged people. It was a tripartite conference—labour, management and government—and politics were played. But after all the fun and games it was the union representatives who put the cards on the table and did the work, because they know the problems.

"The government people are all officials who haven't had any other work experience in their lives; and the management people never carried a lunch bucket. It's the rank-and-file union people who know the facts of life."

So Mrs. Carr's opinions cover a wide spectrum, and they include a lively interest in politics. She tested the political waters as an NDP candidate in Niagara Falls in 1971. She was not successful, but she enjoyed the experience.

"It was fabulous," she recalls. "That was at the time when I was active in Ontario with CUPE, and I don't know which was the more exciting, being president of the Ontario 70,000 membership, or being a political candidate."

Worried by Women's Attitude

But she thinks politics can be more frustrating than working in the labour movement, particularly as a member of a third party; and she is also worried by the attitude of women:

"I find the reaction of women in politics almost the same as in the trade union movement. All too often women are against women, and you find that in unions too. It's not always the men in society or in the trade union movement that stop women from getting ahead. Women have to learn to like each other, and they don't. I think the green eye of jealousy comes out, and they react a lot differently to men. You can tell if a man isn't going to vote for you, but it's hard to tell about women. There is just no way you are going to be able to prove to some women that you can do the job. That's the same in politics and unions."

But this has by no means discouraged her; she has not lost her interest in politics.

Would she run again?

"Oh, I think so. I've been approached several times, and I think I could probably win in Niagara Falls; but right now I just have too much to do in the trade union movement."

And the outlook for that movement?

"It's bright. Some people are talking about the union movement being on the way out. I don't see it; in no way whatsoever. We are going to be bigger and stronger and more viable; and we are going to be able to do a better job for the people."

And there is no doubt that Shirley Carr intends to personally see that this happens.

LLOYD FELL'S LIFELINE FROM ALCOHOLIC OBLIVION

by TED WEINSTEIN

—There are certain days in everyone's life that mean more than others, that evoke memories of one kind or another. Among the significant days in Lloyd Fell's life are the 28 consecutive days in 1970 he spent living in the Donwood Institute in Toronto. These four weeks profoundly changed Mr. Fell and the way he lived. The Donwood is not a vacation facility; nor is it an educational institution. Yet Mr. Fell possibly learned the most important, most meaningful lessons of his life. Donwood Institute treats the psychological and physical destruction caused by alcoholism. Lloyd Fell was a problem drinker.

Following his 28 days of psychological and physical regeneration and subsequent therapy sessions, Mr. Fell became thoughtful and introspective about his problem and the help he had received for it. He returned to his job as a Toronto Staff Representative of the United Steelworkers of America. But his mind became active and supple again, having been relieved of the numbing effects caused by 26 ounces of alcohol a day, and Mr. Fell reflected on where he had been headed because of his drinking, and where he was going because he had been "dried out." He had been given a new lease on life, and he wanted to share with other alcoholics both his experiences and the limitless opportunities others like him could have. The formation of Lifeline was beginning.

Unique Program

Operation Lifeline is a unique venture sponsored jointly by the Toronto locals of the United Steelworkers of America and more than 135 companies with which the union has collective agreements. It brings a total of 20,000 Toronto Steelworkers and 5,000 office and non-union personnel under its jurisdiction. Through Lifeline, a chartered, non-profit organization, and Mr. Fell, its driving force, alcoholics and drug addicts are helped to combat and defeat their problems before they lose their jobs, their families, their futures.

Ted Weinstein is editor of ***Teamwork in Industry,*** *a Labour Canada publication in which this article originally appeared.*

Lifeline is original and unique in that one union has never attempted to work with so many companies in one specific program. Its existence, its success depend almost entirely on the total co-operation and commitment of labour and management, on their total immersion and belief in its concepts and goals. And union and management belief in Lifeline has not been in vain, because Lifeline's successes speak for themselves: well over a hundred alcoholics and addicts are currently being, or have been, counselled and provided with professional medical help and therapy; 98 person have so far been rehabilitated; and of four persons who could not or would not be rehabilitated, two have rejoined the program. All this, accomplished in a little more than a year of operation.

A widower with three grown children, the 53-year-old Mr. Fell has a long record of union and public service. He has been political action chairman of the Canadian Congress of Labour and the Ontario Federation of Labour; he has served in the Ontario Legislature; he has worked for the Kingston, Ontario United Fund, and for other associations. In addition to his experience with the Steelworkers, he served for 10 years as a staffman with the United Packinghouse Workers' Union. In a recent interview, he explained the events which preceded the creation of the Lifeline Foundation:

'Bottle A Day'

"My drinking started about 1948, after I was elected to the Ontario Legislature. Two years later, I was drinking a bottle a day and I stayed that way until 1970. At that time, I was

Lloyd Fell: everyone's buddy

a Staff Representative for the Steelworkers, and the late Larry Sefton, the director of the union's District 6, put it on the line: stop drinking or stop working for the Steelworkers.

"With that, I entered the Donwood Institute for their 28-day resident physical and psychological therapy, and subsequent weekly sessions. I dried out, and I've stayed that way. I also began to realize that alcoholics are not social outcasts. They should never be made to feel inferior or ashamed because of their alcoholism. They have a disease, an illness, and they should be treated like other ill persons."

When he left Donwood, Mr. Fell was luckier than most alcoholics in that his job was waiting for him. Upon his return to the Steelworkers, other union members began approaching him about his problem and his cure. He started working with union members and stewards who were concerned about individuals in their plants. He spoke to alcoholics about his experience. This became an active sideline for Mr. Fell; his area supervisor, Don Montgomery (now the Secretary-Treasurer of the Canadian Labour Congress) asked Mr. Fell to report on his activities, assess the situation, and devise some sort of program.

"Facilities for treating alcoholism are inadequate. For example of the 25,000 employees within Lifeline's scope, 5 per cent need our help right away, and 2 per cent of these require immediate medical attention. Within one year, another 2 per cent will need help. We could fill with steelworkers alone the several hundred beds in Toronto available for alcoholism and drug addiction treatment."

In trying to devise a program, Mr. Fell interviewed professionals working in the treatment of alcoholism, and studied other operations. His research indicated that other programs failed for two main reasons. First, there was little union-management co-operation, usually because the company had unilaterally initiated the program without consulting the union. And secondly, there was a lack of follow-up after a person had supposedly been rehabilitated.

The Addiction Research Foundation of Ontario has found that preliminary studies, based on the treatment of 500 patients, indicate that a program of constructive coercion in relation to the rehabilitation program will multiply a person's chance of recovery. As well, best results can be obtained if the alcoholic or addict is treated in the early stages of his problem and if he has a job, a home, and a family. Lifeline, which began operation in October, 1973, has incorporated these findings into its own operation. The Lifeline facilities, located on the top floor of the Steelworkers building at 25 Cecil St. in mid-town Toronto, include an intake centre, drop-in centre, lounge, and gymnasium. The rooms are modern, well-lit, and comfortable. Mr. Fell tells how Lifeline works.

Can't Hide Symptoms

"The person needing help from Lifeline has probably spoken to a pre-trained plant steward or foreman. Maybe the steward or foreman has approached the individual. You can't hide such symptoms of alcoholism or addiction as absenteeism, lateness, nervousness or irritability, or poor workmanship. The people needing Lifeline are told about us and asked to visit us.

"No generalization about an alcoholic or drug addict is possible regarding sex, age, or job. We've helped men and women, union members and management executives, people in their twenties and people in their fifties. Whoever or whatever they are, they all have a serious problem. And they also must have a pre-determination to change their life, their pattern of living. After all, alcohol or drugs is just the outward manifestation of other problems needing correction.

"I interview the alcoholic or addict to try to determine if the desire for rehabilitation is there. If it isn't, the person is sent back to work. As a former problem drinker, I know a person must really want to be rehabilitated. I know the alcoholic's thinking processes, I know the excuses, and I haven't heard an original 'con' yet. I don't use coercion or shame to help a person decide whether he wants help. But the person must be sincere. In 70 per cent of the cases I've seen, the people have made up their minds they want help, and were hoping to get the chance to be helped. They were sending out signals. Now we're receiving the signals."

Type Of Treatment Varies

After the initial interview, Mr. Fell goes to the person's home. Here, all problems—marital, financial, family, social, and any other issues—are discussed in the presence of that person's spouse. Then Mr. Fell decides on the type of treatment the individual needs. Immediate medical or psychiatric help is available if required. If it is not needed, Mr. Fell chooses where the necessary long-range treatment can be obtained: a hospital, the Donwood Institute, the Clarke Psychiatric Institute for experimental therapy, or the Lakeshore Psychiatric Hospital for more practical help.

For its part, Lifeline provides Mr. Fell's sympathetic and understanding compassion to those who would like to talk. Volunteer professionals, such as nurses, doctors, social workers, and psychiatrists, donate their time to operate therapy groups. Exercise bicycles, a rowing machine, and a belt vibrator are available to those persons who need some physical exercise to stimulate their long-neglected bodies. And Lifeline's kitchen, television, radio, and soft chairs are convenient for anyone who needs to get away from the outside world and its pressures.

Buddy System Important

"Lifeline's philosophy is borrowed from the Donwood theory that alcoholics are people with an illness and they should be treated on a humane basis," maintains Mr. Fell. "Alcoholics or addicts have the ability, the strength to cure themselves, but they must be shown how to do it. After a person is dried out, he can't be left on his own psychological and emotional resources. That's why Lifeline offers therapy sessions, and operates a buddy system.

"Remember, a person's home and his social life have contributed to his problem. If he is single, maybe he drank or used drugs because he was lonely, or couldn't communicate. If he is married, perhaps his wife left him, perhaps they had fights over money, maybe there was a family problem. We hope the person's spouse will stand beside the alcoholic in this troubled time. It helps the person's emotional ego tremendously. In effect, the person's spouse and family are his buddy.

"But for the single alcoholics or addicts—and for the married ones while they are on the job—we advocate the buddy system," continues Mr. Fell. "They need company, they need someone to remind them to take antibuse—a drug which reacts violently in the body if alcohol is consumed. The single people need someone to introduce them to a new style of living, a new circle of friends. Both the single and married people need their egos bolstered, need to have someone check on them if they are late, or are absent, someone who cares about them as people. So

Phototheque

Can't hide symptoms

we try to find buddies in the plant who will do this, who will help the alcoholics and addicts in their struggle to gain independence from their problem. Also, the buddy system gives each person in the plant and in the local the chance to participate in the rehabilitation program.

"Myself, I'm everyone's buddy," Mr. Fell declares with pride. "I like nothing better than having people I've helped telephone to tell me of their progress. They call themselves former drunks and it's great to hear."

Lifeline operates on a budget of about $100,000, raised through donations, and company and union contributions. About 135 of the 150-or-so Toronto companies employing steelworkers have agreed to participate in the program. Of these, about 38 are making financial commitments by contributing $5 for each worker on their payroll. About the same number of union locals are paying a smaller contribution. The lack of funds is hampering Lifeline's operation and growth, and Mr. Fell is working 12-and 14-hour days in an effort to combine his union duties with his Lifeline responsibilities. Lifeline has no money to pay full-time salaries; with a larger budget, Mr. Fell said, he would like to expand facilities, hire clerical help, and get some professional medical personnel and social workers on staff.

Company Co-operation Good

"So far, the co-operation of the companies we have approached has been gratifying," he declared. "Even the ones who are not supporting Lifeline through financial contributions are guaranteeing the alcoholics and addicts that their jobs and seniority will be kept if they are absent for treatment. And the companies are also paying the employees' medicare premiums, and pension and superannuation contributions. There is little hope of persuading a person to accept treatment if the costs come

from his own pocket. But the companies know the premiums are a small price to pay compared with the billions of dollars lost each year through worker lateness, absenteeism, poor workmanship, and family breakup. And there is the tax cost of medical and social treatment on top of this."

Besides saving an employee's job while the person is receiving treatment, Mr. Fell said companies are allowing the daily dose of antibuse to be administered by the plant nurse, and are permitting both the union steward and the shop foreman to conduct a daily check on employees receiving treatment or therapy. If an individual being rehabilitated is late or absent, the company and union work on the premise that that person is drinking or on drugs, and Mr. Fell usually receives a phone call advising him of the situation. Many times, he has gone searching for the person, one time waiting outside a bootlegger's for the absent employee to come out. Mr. Fell has also broken down the door of an apartment to help a person who had been drinking and smoking in bed and was covered with ash and butt burns.

"I've also taken several men home, sobered them up, cleaned them up, and tried to find help for them," he notes.

A Company Viewpoint

One company which has co-operated with Lifeline from the beginning is the Continental Can Company of Canada, Limited. The sprawling Plant No. 483 in a northern Toronto suburb is one of three Continental Can plants in the city that are participating in Lifeline. Plant No. 483 employs 400 workers in the production of metal containers. Ben P. Pawluk who has been an Industrial Relations Supervisor with various Continental Can plants for over 15 years, is currently based at Plant No. 483.

"While we were aware that the problem with alcohol was on the increase, we weren't aware of the extent of the alcoholism problem until after Lifeline was founded," said Mr. Pawluk. "About 10 years ago, our approach to alcoholism was that it was not an illness. If employees had a drinking problem, the usual result was they lost their jobs. We tried to handle alcoholism with whatever resources were available at the time, including our company doctor and nurse. At the present time we have 10 employees who have been rehabilitated through Lifeline's efforts, or who are in the process of being helped."

Mr. Pawluk is a director of Lifeline, one of 12—six from the Steelworkers, six from different companies—who helps direct the foundation. He said he did not personally know Mr. Fell before Lifeline's creation, but he was invited to the first meeting initiated by Mr. Fell between the union and several companies, and he was later asked to serve as a director.

"Lifeline has made a good start, and we have been successful, but we've only scratched the surface," he said. "Our immediate goal is to raise more money to expand our facilities in Toronto. Our far-reaching goal is to spread Lifeline or similar programs across the country."

Continental Can as a company supported the Lifeline concept from the outset, according to Mr. Pawluk. He said when he approached the top corporate executives to secure funds, they supported the program 100 per cent.

"The company was concerned because our employees are our greatest asset. It's best to have the problem of alcoholism out in the open. In the past, workers were carrying their alcoholic friends to keep them on the job and to hide their problem. Now, everyone is pulling their weight, and the workers who need help are requesting it, and are getting it."

One Man's Success Story

One of the Continental Can employees who is receiving treatment through Lifeline's efforts is Fred Robinson. Interviewed in Mr. Pawluk's office, Mr. Robinson, age 53, spoke in a quiet voice, his hands trembling slightly as he told his story.

"My drinking problem started about a year ago," he confided. "I'd been drinking since 1940, but last year I started to lose time at work. Then the drinking began affecting my homelife. I told my immediate supervisor about my problem and that I wanted help, and he sent me to Mr. Pawluk, who in turn set up an appointment with Mr. Fell at Lifeline.

"I caught my problem in time," Mr. Robinson said sincerely. "I spent 28 days in Donwood, and I still take group therapy there. I'm back at work, I'm happier on the job, and my wife is helping me along the way. I'm very pleased with my progress; the people at work help me and I phone Mr. Fell to keep him up-to-date with my advancement. He, of course, encourages me in any way he can."

For Lloyd Fell, a phone call starting off "Hi, Lloyd, it's one of your former drunks calling" makes the whole effort worthwhile.

Occupational diseases still increasing, ILO says

NEW JOB HAZARDS THREATEN WORLD'S WORKERS

by JAN VITEK

Every year some 100,000 of the world's workers lose their lives—and another 1,500,000 are permanently disabled—as a result of accidents at work or of occupational diseases.

There is little hope that the statistics will look any better in the foreseeable future. Worse still, occupational diseases may be increasing, ILO experts caution. The reason: many modern production techniques and processes have become a mixed blessing, helping to raise output and making work easier on the one hand, and creating a whole range of health hazards to workers on the other.

After the Second World War, the number of chemical substances causing recorded occupational diseases was about 50. Today, there are 600,000 chemicals in daily use and several thousands are being introduced every year. Many of these newer pollutants can have harmful side effects.

For instance, paranitroaniline, used in the dye industry, changes the complexion, bleaches the hair and destroys red blood cells.

The enzymes being put into detergents can produce allergic symptoms in workers. Acrylamide, the monomer used to manufacture all acrylic-based paints, may cause strokes, paralysis, blindness and nervous breakdowns.

Fifty-nine new types of dust-induced trade diseases have been listed since 1961. Names like pigeon breeder's lung, pine pollen pneumoconiosis and glass wool disease indicate the widely different and often unexpected kinds of work that have been found to involve serious health risks.

Jan Vitek, who is Editor in Chief of the monthly newsletter ***ILO Information,*** *is employed by the Public Information Branch of the International Labour Office.*

Polyvinyl chloride (PVC)

New chemicals are introduced into production processes so quickly that there is hardly time to assess their long-term effects on man. The controversial vinyl chloride monomer used in the production of PVC is a point in case. Not so long ago it was still hailed as a life-saver because it offered a substitute for a material called nitrocellulose leather cloth which had caused the deaths of many workers.

The alarm bell rang only recently when it was discovered that PVC caused liver cancer. To date, twenty such cases have been reported from around the world. The questions that animate the PVC controversy in medical and labour circles are: Do these casualties constitute enough reason for banning vinyl chloride monomer? Are the exposure limits currently recommended adequate to prevent disease?

How much is too much?

Since it is not always easy, or possible, to replace a dangerous substance by a safe one, many countries have introduced standards to restrict workers' exposure to harmful chemical and physical agents on the job. The purpose is to set limits that must not be exceeded during any part of the workday. Ideally these standards should prevent development of specific occupational diseases and ward off the possible onset, progression or aggravation of chronic degenerative ailments in aging workers.

But there is a snag: just how much exposure is too much? Another problem is that the standards of permitted exposure at factories are higher than those set for the general community. Small wonder if workers ask: "Why should we be exposed to greater hazards than other people?"

The answer is that the community standards are usually for 24 hours and that they apply to all—infants, old people, the sick and the lame. Work exposures, on the other hand, generally apply to persons between 18 and 60 for only eight hours a day.

However, adopting exposure limits is not enough, the ILO says. They have to be applied and enforced, if necessary, by competent occupational safety and health specialists.

Allergies and stress

Ever more powerful equipment is introduced at places of work. The old five to 10-ton blast furnaces, for instance, are being gradually replaced by a new breed of giants producing 100 or 200 tons, while giving off enormous heat, deafening noise, toxic gases and strong electromagnetic fields.

The use of latter-day technological processes, such as plasma metal-cutting, gives rise to a complex combination of chemical and physical hazards, among them aerosols of metals, nitrogen oxides, ultra-violet and some X-radiations.

Recent years have also seen an alarming growth in allergic diseases provoked by certain harmful agents in the working environment. In addition, workers at the new machines must repeat the same tasks at great speeds. This intensifies nervous tension, stress and monotony, which in turn may lead to neurosis and cardiovascular diseases.

Only a beginning

In most industrial countries, workers exposed to dangerous substances undergo regular medical check-ups and receive medical treatment, if necessary. But all this is only a beginning, ILO experts say. They urge governments to set up national medicare systems for workers in risky occupations, offering full pre-assignment examination, periodic screening to detect any ill effect of a specific hazard, and regular post-employment medical check-ups.

"Top management for each company has, and should accept, direct responsibility for safety and health matters within the plant," according to Dr. Ernest Mastromatteo, chief of the ILO's Occupational Safety and Health Branch. But this is not only a management concern. "Workers should be able to participate in the making and assessment of safety and health arrangements at their place of work," Mastromatteo adds. "There should be joint labour-management safety and health committees, not just token ones. The workers' representatives should take part in hazard spotting and sampling of the work environment.

"Education of workers in safety and health is all important," Mastromatteo points out. "Each worker must be aware of the hazards of his own job and know how to protect himself."

Concerning inspection, Mastromatteo says that both labour and management ought to have the right to appeal to a government inspector in case they disagree on safety arrangements. And he adds: "The government inspector should have the power to stop operations that he considers to be an imminent hazard to life or health."

Environmental revolution

But to identify, combat, control or eliminate hazards on the job is just one part of the campaign for better worker safety and health. Creating an environment in which the worker feels content and happy is just as important.

"If a man is in an environment where he is motivated and happy," says Mastromatteo, "I think he'll be more safety-minded, make fewer errors at work and consequently have fewer accidents."

That is also why the ILO has drawn up a five-year plan of action that gives priority to job satisfaction, flexible working hours, humanization of work and, of course, improving the working environment.

"The world is in the midst of an environmental revolution that is more intense in its effects than last century's sanitary revolution. The challenge is to finish what has been started in improving the work environment," Dr. Mastromatteo concludes.

WOMAN'S PLACE IN THE HOME?

by SHIRLEY PLOWMAN

Man may work from sun to sun, but woman's work is never done—Origin unknown

Despite International Women's Year and the flood of requests to the Secretary of State's office for those flashy red buttons that challenge: "Why Not?" about 60 per cent of Canadians, male and female, are apparently replying: "Because woman's place is in the home."

This, at least, seems to be the verdict of a majority of Canadians who responded to a recent survey on job satisfaction and the national work ethic.

Among those 45 years of age or older, 68 per cent of males and 69 per cent of females think women should not stray too far from hearth and home. But that's the middle years speaking. What about those progressive "female libbers" and sympathizers in the 16- to 24-year age group? Would you believe that no less than 47 per cent of males and 43 per cent of females in that group agree that woman's place is in the home?

This traditional view may not be surprising among the lesser-educated segments of our society. What is surprising is that 42 per cent of university-educated people agree with them.

The answer to the enigma may lie with the attitude of the young workforce. Asked whether they would like to work or not, few expressed much enthusiasm for joining the chaps on the grey flannel treadmill. Many young workers of both sexes admitted to working out of sheer necessity. Salaries were important "not only for the money they provided, but also for status and prestige."

Shirley Plowman is a program officer with Labour Canada's Public Relations Branch.

About 68 per cent of the men said they worked to put food on the table for their children; only 20 per cent of the women were in that position. Most of them said they worked to keep busy, as a form of recreation, or to make extra money to buy those things they couldn't have afforded otherwise.

More than half of the women interviewed believe women should work to help out with the family budget, whereas 86 per cent of the men think that a woman should work only if she chooses to, and not from necessity.

Salary Expectations

Although women tended to be more selective in their pursuit of a job (only 49 per cent, compared with 68 per cent of men, said they would accept anything if they had to), their salary expectations were not high. About 70 per cent said they would work for less than $3.50 an hour.

High on their list of priorities were job satisfaction, good hours, and easy access to job sites.

The low price tag that women workers tend to wear is not solely a North American trait. Not too long ago an American firm advertised in Britain for a female worker at a starting salary of $7,000. The firm did not receive a single applicant! When it lowered its salary to less than half, it was swamped with callers.

Women's readiness to accept relatively low salaries is equalled only by their willingness to accept low-grade jobs. A Leicester hosiery factory requiring women supervisors interviewed 222 married women workers, only to find that 171 of them could not visualize themselves in such a responsible position.

Britain's female workforce has grown from 953,000 in 1931 to 5,800,000 in 1971, but in those 40 years few women have reached the top echelons. Only 1 per cent of Britain's bankers and 3 per cent of its lawyers are women.

To compound the issue, Britain's male employers prefer to hire men in every job except cooking and office work. Their reasons are more emotional than factual. Men, they say, are more likely to have a pleasant personality, be more responsible and reliable.

With Britain's women content to remain on the lower rung of the ladder, who is there to challenge the British misogynist?

Mexico, long a bastion of deeply entrenched machismo manipulation, is not proud of the fact that 81 per cent of the country's jobs are held by men. The Mexican chamber of deputies has now approved legislation proposed by President Luis Echeverria aimed at granting Mexican women complete equality before the law.

Recent ILO Report

Not all Mexican women, however, are looking forward to full equality. According to a report issued by the International Labour Organization (ILO), married working women with children are the worst victims of overwork, getting less than two thirds of the free time their husbands enjoy.

The ILO report cites recent studies done in several countries. In Finland, urban women workers toil four hours daily on housework whereas their husbands spend less than two; in Leningrad, two thirds of all working women complain of chronic fatigue; and in France and Japan, women work three times as long as men on household chores.

The ILO suggests that husbands and wives share household chores on a more equitable basis; that housework become more mechanized and that, if possible, women get outside help.

On the basis of these reports, Mexican women may well wonder what women's liberation is all about, and whether they need all the extra work it seems to involve.

Those women who have chosen a career within the home have a right not to feel guilty or unfulfilled. Often the "career" that awaits them outside the home is only another chore to be added to an already-loaded work schedule. Conversely, those women who have chosen a career and have decided to make it their life's work have the right to pursue it with dignity and co-operation from men as well as other women.

Those who insist on juggling the two worlds, however, could find they are merely exchanging one kind of tyranny for another.

LABOUR LEGISLATION In Canada in 1974

Part 1B: Special Groups, Emergency Legislation

by NICOLE MARCHAND

Labour legislation regarding special groups was considerable in 1974. Nearly every jurisdiction and every group was affected by amendments to already-existing legislation or by new legislation. And strikes on the west coast of Canada, in Ontario and in Québec caused the adoption of emergency legislation by federal as well as provincial legislatures.

The author is employed by Labour Canada's Legislative Research Branch.

I Special Groups

1) Teachers

The British Columbia legislature enacted the Public Schools Interim Arbitration Procedure Act in November 1974. The Act establishes arbitration procedures regarding teachers' salaries and bonuses where no agreement has been concluded by November 29, 1974. A salary arbitration board is composed of two members appointed by the parties and a chairman nominated by the two arbitrators. The board deals only with matters directly concerning the making of a new agreement or the modification of an existing agreement. The award of the board is final and binding upon the parties.

In Nova Scotia, a new Act regarding collective bargaining for teachers received Royal Assent on November 27, 1974. The Act establishes a bargaining process between the Nova Scotia Teachers' Union and the employer. The parties negotiate through their bargaining agents. If they fail to come to an agreement, conciliation services are offered to them. The Minister appoints a conciliation officer for the purpose of bringing the parties to an agreement. In case of failure, a conciliation board is appointed. The Minister may also nominate a mediation officer to bring settlement of, or prevent a dispute. The parties may agree to settle the dispute by compulsory and binding arbitration, after conciliation procedures are exhausted.

The professional agreement is binding upon the parties. It contains, or otherwise is deemed to contain, provisions for final settlement by arbitration or otherwise of all differences between the parties without stoppage of work. The right to strike is earned 14 days after the report of the conciliation board was received by the Minister. No strike may take place until the majority of the teachers in the unit have by secret ballot voted in favour of a strike.

Complaints regarding unfair labour practices are dealt with by the Labour Relations Board. It is an unfair practice for the employer to discriminate in any way against a teacher because that teacher is involved in a proceeding under this Act, has filed a complaint or has participated in a legal strike. The Union also must comply with these requirements. To expel, suspend or deny membership in the union to any person by applying in a discriminatory manner the membership rules of the union is an unfair practice.

According to the Act, a board of conciliation consists of three members, two of them being nominated by the parties, and a chairman chosen by these two members. The purpose of the board is to help the parties settle disputes and come to an agreement. The Board reports its findings and recommendations to the Minister. If the parties so agree in writing, these recommendations are binding upon the parties.

A "Commission of Inquiry" may be appointed by the Minister to look into matters regarding teacher-employer relations. The Commission investigates these matters and makes recommendations to the Minister. Penalties are provided by this new legislation. A person or the union who does anything prohibited by the Act is liable, upon summary conviction, to a fine not exceeding $1,000 if an individual, and to a fine not exceeding $10,000 if a school board or the union. Illegal strikes the lockouts may lead, for the employer and the union to a fine of $300 for each day that the strike or lockout exists.

In Nova Scotia still, a private members' bill was adopted on November 27 amending the Teaching Profession Act. The Bill provides that teachers who resign or are expelled from the Nova Scotia Teachers' Union and continue to be employed by a school board shall pay to the union an amount of money equivalent to the regular fees for membership as are prescribed by the union.

Bill 95 of the Québec legislature, being an Act respecting collective bargaining in the sectors of education, social affairs and government agencies, provides that the teachers, on the one hand, and the school boards or colleges, on the other hand, must agree through their bargaining agents on matters to be negotiated at the provincial level and at a level other than provincial. Local and regional arrangements also may be made between the parties.

An amendment to the Teacher Collective Bargaining Act, 1973, in Saskatchewan brings a slight modification to the interpretation of the word "grievance." The definition now excludes matters involving disciplinary action by a school board against a teacher.

2) Public Service

The British Columbia Public Service Labour Relations Act, 1973, was amended by adding one more exclusion to the general interpretation of the word "employee." A chief court administrator or a regional court administrator is not an employee according to the Act.

The Manitoba legislature brought some changes to the Civil Service Act in June 1974. Bill 7 amending the Act establishes and defines three categories of employment: regular, temporary and departmental. The Bill provides also for selection appeal and rights of public servants regarding elections.

In Newfoundland, regulations were adopted regarding rules of procedure for the Newfoundland Labour Relations Board. The Board is constituted of a chairman, one member representing employers and one member representing employees. Application for certification of bargaining agents representing units of public servants are dealt with by the Board. Once the employer has been informed of the application for certification, he has 7 days to notify the Board that he desires to contest and 14 days to file his reply. The Board decides whether a hearing is advisable or not. The regulations provide that every employee organization making application to the Board must file a copy of its constitution and by-laws and the names and addresses of its officers. They provide rules of procedure when a vote of the employees in the bargaining unit must be taken. The regulations also establish rules of procedure regarding a request from the Board to an employer to provide a list of essential employees.

The PEI legislature has adopted The Civil Service Act Regulations, in October 1974. These regulations cover hours of work, vacation leave, sick leave, leave of absence with or without pay, retiring pay, classification plan and also grievance procedure and consultation and negotiation procedures.

The grievance procedure will consist of one, two or three levels according to the deputy head of each department (Deputy Minister, Chief Executive Officer). The final level is the Grievance Review Board, to which an employee will submit his grievance when unsatisfied with the decision of the lower levels.

A consultation process is established to obtain co-operation between the government, its employees and their authorized representative. The negotiation process allows either party to request the other in writing to commence bargaining to review, revise, or adopt a collective agreement. Where the parties negotiate for six weeks without success, either one may request the Minister to

appoint a conciliation officer. Where the parties have not adopted a new or revised agreement on the expiry date of the existing agreement, either party may request the matter be referred to an arbitration board. The award of the board is binding upon the parties. An agreement made pursuant to these regulations remains in force until a new agreement is adopted to replace it.

The composition of the Yukon Public Service Staff Relations Board was modified in May 1974. The Board now consists of a chairman, a vice-chairman, not more than 3 deputy chairmen, and not less than four nor more than eight other members representing in equal numbers the interests of employees and employers.

3) Nurses (Social Affairs Sector: Health Services, Social Services)

A regulation under the authority of the Nurses Act was passed in Prince Edward Island. This regulation provides for consultation and negotiation procedures. Consultation committees may be established with a view of co-operation between hospital management, employees and their authorized representative and also to help the parties involved find solutions to problems. The bargaining process includes pre-negotiation meetings, negotiation, conciliation and arbitration. Where negotiations have continued for 45 days without success, either party may advise the Minister that it desires the assistance of a conciliator. If the parties bargain in good faith but fail to achieve an agreement, either party may request that the matter be submitted to a Board of Arbitration. The award of the Board is binding upon the parties.

Bill 95 of the Québec legislature was mentionned earlier under the heading "teachers." It applies also to an association of employees working in the social affairs sector. This sector includes public establishments (hospital centres, local community service centres), private establishments (reception centres receiving less than 20 persons, operating in a co-operative form), other private establishments under contract with the Minister of Social Affairs and any body declared classified for the purpose of Bill 95 by the Lieutenant-Governor-in-Council. Bill 95 establishes negotiations at the provincial level and declares that the Minister of Social Affairs, through his representative, is of right a party to negotiations.

4) Firefighters and Police

In Ontario the Fire Department Act was amended. It now provides that the Statutory Powers Procedure Act, 1971 does not apply to arbitration under the Fire Department Act.

Collective agreements between the Québec Police Force and associations of employees coming into force on or after July 1, 1975 will be regulated by Bill 95 as well as by the Act respecting the Québec Police Force syndical plan. The Act respecting collective bargaining in the sectors of education, social affairs and government agencies provides that the Minister of Civil Service, through his representatives, is of right a party to negotiations between the Québec Police Force and the association of employees.

The Police Act, 1974 was adopted in Saskatchewan during May. It regulates collective bargaining for municipal policemen. Unresolved disputes are dealt with by a board of arbitration. The arbitration award is final and binding upon the parties.

5) Construction industry

Bill 201 amending the Québec Construction Industry Labour Relations Act received Royal Assented on December 24, 1974. The Bill authorizes the Government to extend, repeal or amend the decree without the consent of the parties involved. This can be done when it appears to be the only possible solution to remedy an existing situation. Nevertheless, representative associations must have the opportunity to come before a parliamentary committee.

II Emergency legislation

Parliament and 3 provincial legislatures enacted emergency legislation in 1974. The legislation came into force as a result of strikes by grain handlers, firefighters, teachers, bus drivers and elevator constructors.

Federal

A six-week strike by 550 members of the Grain Workers Union lead to the adoption of Bill C-12, an Act to provide for the resumption of grain handling operations on the west coast of Canada. The Act extends the term of each collective agreement to which the Act applies to include the period beginning December 1, 1973 and ending on the day of the coming into effect of a new agreement or revision thereof, or on November 30, 1975, whichever is the earlier. The basic rate of wages is increased by 87 cents an hour, effective December 1, 1973. Strikes and lockouts are prohibited during the term of each collective agreement. Amendments to the agreements provided by the Act must be incorporated in the Act. The Act provides for a referee to be appointed by the Governor in Council on the recommendation of the Minister when the parties

cannot agree on the interpretation of an amendment or on the manner in which it should be included in the agreement.

British Columbia

A strike by firefighters of five certified units in the Vancouver area called for emergency legislation in British Columbia. The Essential Services Continuation Act substitutes for the certified units a council of trade unions as bargaining agent. The Act amends the Labour Code of B.C. by modifying the certification process for a council of trade unions and by providing for a cooling-off period regarding strikes that may cause serious danger to life and health.

In November 1974, The Elevator Construction Industry Labour Disputes Act also was adopted in British Columbia. An Industrial Inquiry Commission had been appointed and made recommendations for the settlement of disputes between the International Union of Elevator Constructors, Local 82, and five employers. The collective agreement between the parties is based upon an arbitration award established in Ontario pursuant to the Elevator Constructor Unions Disputes Act, 1973, and recommendations made by the Industrial Inquiry Commission.

Ontario

On August 31, 1974, the Toronto Transit Commission Labour Disputes Settlement Act, 1974 came into force, ending a 19-day strike. The Act provides for the appointment of an arbitrator to look into the matter and bring the parties to a settlement. The arbitration award is binding upon the parties. An immediate hourly wage increase of 12 per cent is included in the provisions of the Bill, which stipulates also that the arbitrator may award further increase. The Act came into force on August 31, 1974 and will be repealed on the day on which the last of the three collective agreements made under this Act comes into operation.

The Ontario legislature also adopted the York County Board of Education Teachers Dispute Act, 1974, after a six-week work stoppage by secondary school teachers. The Act provides for binding arbitration to settle all unresolved matters and includes a salary schedule. According to the Act, the final salary award had to be at least equal to the schedule contained in the Act.

Québec

Bill 43, respecting the placing under trusteeship, of the "International Union of Elevator Constructors, locals 89 and 101," was enacted because of failure by the union to observe the decree respecting the construction industry in Québec, therefore causing an emergency situation.

The Act establishes a board of trustees consisting of a chairman and two members to be appointed by the Lieutenant-Governor in Council to manage and control the Union.

Fifty Years Ago

Prophecies of Industrial Peace

New developments in labour-management relations were outlined by Dr. Charles W. Eliot, president emeritus of Harvard University, in an article in *The New York Times* of March 22, 1925, and reprinted in the April 1925 issue of *The Labour Gazette*. The article listed these new developments:

1. Government mediation and conciliation as carried on by the Canadian Department of Labour under the Industrial Disputes Investigation Act, 1907.

2. The spread of co-operative management, either through the regular unions already organized in the plants, or by means of new organizations established for the purpose. Representatives of the workers in many instances now sit down with their employers to discuss in democratic fashion the problems of their industry.

3. Insurance against unemployment, accident, sickness and death. Either jointly with the regular unions, or independently on behalf of their employees, many employers have established funds to protect them from the various risks in connection with industry.

4. Employee stock ownership. Many large companies have taken their employees into partnership through a wide distribution of stock among the workers, and by sharing their profits among the customers they serve.

Dr. Eliot saw in these developments prophecies of industrial peace and in his article described some of the more conspicuous examples:

"Anyone who listens can hear nowadays many prophecies of industrial peace, loud and near, or faint and far; and some of these prophecies reach beyond industrial peace to international peace also. In the midst of the dire confusion into which the civilized world has fallen since 1914, it is comforting for people who are naturally expectant of good to reflect on these prophecies. A few of them are here described...

"Among these cheering prophecies should first be mentioned the activities of the Canadian Department of Labour, which was established in 1900 and has now been continuously useful for 24 years. Under the Industrial Disputes Investigation Act of 1907 this Government department, headed by a Minister of Labour, has successfully promoted processes of conference and conciliation between employers and employees throughout Canada.

"The boards set up by the department—a separate board for each dispute—have no arbitral authority, save when an arbitration is arranged by mutual consent of the disputants. They have the usual powers of a court in compelling testimony, and their proceedings are paid for by the federal Government. They can apply no force in support of their decisions; and their whole effort is to inform public opinion accurately concerning every dispute in which their intervention is requested by either party. By this method the department has brought about the immediate settlement of a large number of acute controversies and has promoted face-to-face conference between the contestants in many other disputes in which no immediate settlement was reached.

"When one considers all the activities of the Department of Labour... before and since the enactment of the Industrial Disputes Investigation Act, one sees clearly that the Canadian action on the labour problem has been and still is the most intelligent and successful in the world. It shows one safe way, at least, toward industrial peace. Hon. W.L. Mackenzie King invented this legislation and got it put into affect... The leading ideas which appear in his writing, speeches and political career are that governmental investigation should precede the lockout or the strike, in order to bring law and order into industry and to introduce joint control; secondly that the Government should pass laws effective in uncovering wrongs and exposing injustice in industrial controversies, and that if the community is to pay regard to the rights of labour and capital on the one hand, labour and capital on the other must not be indifferent to the well-being of the community; and, thirdly, that the methods of preserving peace between nations are similar to those that obtain in industry—namely, conciliation, arbitration and the international support of a judicial tribunal whose decisions are enforceable by an international police.

"The year 1922 gave a striking demonstration of the high value to the Dominion of its labour legislation. In that year not a single working hour was lost on the railroads or in the railway shops of Canada; whereas industries in the United States suffered enormous losses through the strikes of railroad labour, the grievances and demands being essentially the same on both sides of the border....

A remarkable statement just made in *The Labour Gazette* for December 1924 is that at the end of November 1924, there were no strikes or lockouts on record in Canada.

forum

Non-Taxable Benefits

The Income Tax Act may provide solutions to many of the bargaining disputes expected in '75 contract sweepstakes, says a Winnipeg lawyer.

"In what has been labelled by Canada's labour leaders as one of the toughest years in which to negotiate collective agreements, labour negotiators ought to be searching the income tax law for ways to improve their clients' lot without tax penalties.

That 1975 will be difficult for labour negotiators is a certainty. They will be bargaining for a workforce that needs at least a 12 per cent after-tax increase if only to equal last year's inflation. On average, that means a minimum of 17 per cent before tax and unemployment insurance, just for take-home pay to catch up with last year's cost-of-living rise, now confirmed by Statistics Canada at 12 per cent.

But at the same time, many business negotiators will be arguing from a position of proved recession, of declining sales, or reduced profits and an uncertain future. The fact that Canada is on the brink of unprecedented business buoyancy, achievable if the country's economic decision-makers play their cards wisely, will not remove the mood of gloom from the management side of the bargaining table.

It thus behooves labour agents to think carefully about how they may best benefit the workforce at the least cost to the employer and at maximum benefit to the workforce. That is where a sophisticated approach to the tax system comes in.

Certainly the workforce cannot, nor should it be expected to, settle for less than the amount of the cost-of-living increase since the last contract, calculated on an after-tax basis. That is the minimum 17 per cent theory, applicable from January, 1974.

But beyond that, any claims for more, based on productivity, or what have you, will only be severely reduced by taxation, unless labour begins tax planning for its members, just as management has been doing for its shareholders for many decades now.

In plain words, labour should be seeking non-taxable benefits. In that way, for every deductible dollar it extracts from management, it can nearly double the effects for the workforce by making the benefits tangible and enjoyable, but not taxable.

For example, public company employees could be given interest-free loans with which to acquire stock in the company. Or, if the employee buys only one share to qualify as a shareholder, he could get low interest or interest-free loans for use in buying a house. The cost is deductible by the company, but the benefit is not taxable in the hands of the employee.

If the lending formula provided for a $1,000 loan for each year of service, the five-year employee borrowing $5,000 for his down payment would receive a non-taxable benefit of $500 a year (the interest saving) until the loan was repaid. He would need $800 in regular salary to achieve the same after-tax position.

If the company were asked to contribute to a Registered Home Ownership Savings Plan for its employees to use in buying or furnishing their homes, or a comparable plan for their spouses, the contribution, up to $1,000 a year per employee, could be made deductible for the company, but non-taxable for the employee until he drew out his money, and then only if the money is not used to buy or furnish his home.

Increased contributions by the employer to the employees' pension plan, with immediate vesting, is another deductible cost for the company and non-taxable to the employee.

Employees who want the cash can draw out the contribution and pay the tax. Those who do not can leave the money in the plan.

Company payments for term life insurance for each employee in an amount up to $25,000 do not cost the employee any tax.

Union negotiators should look carefully at how well the auto workers are faring under the supplementary unemployment benefit plans they negotiated years ago. Contributions by an employer to such a plan are deductible, the plans' investments

produce tax-free income and the employee gets an extra insurance fund against layoff or unemployment. And it is untaxed until he draws out the benefits. There is tremendous scope for major employee benefit in this little used section of the tax law.

Today, only a few years later, despite the massive layoffs, the unemployed in the auto industry are drawing 95 per cent of their former salaries because of the tax-free buildup of earnings over the years. A supplementary unemployment benefit plan can be tailored to almost any industry and can be far more valuable to employees than any current pay raise, of which about 40 per cent goes to the Government in taxes.

In another area, the use of the corporation's facilities and purchasing power costs the employer little, but can add substantial tax-free benefits to the employee as a consumer. Company-provided inexpensive day care centres, group volume discounts at grocery and department stores, free use of the company legal department to buy a house, free tax counselling service for filing returns from the accounting department, and so on, can be offered at nominal cost, saving the employee major sums, at little cost to the company.

There are still the tried, true and traditional forms of non-taxable or tax-deferring employee benefits, such as stock option plans, group sickness and accident plans, payment of tuition fees for educational upgrading and the like.

All in all, the Income Tax Act may well provide solutions to many of the bargaining disputes that are anticipated in the 1975 contract sweepstakes." I.H. Asper, *The Globe and Mail*, Toronto.

Unions Outmoded?

"Canada's industrial productivity this year will be sorely tested—and governmental efforts to combat inflation severely handicapped—by union bargaining activities on behalf of a workforce of an estimated one-and-a-quarter million people. With many collective labour agreements up for renewal, disturbing times can be expected since employees in many sectors of industry not only have set themselves high targets of wage increases, but also have become extremely militant in their demands.

"This increased tendency of labour to resort to strikes to achieve its aims, whether they are realistic or not, is a form of militancy which threatens to tear apart the fabric of an orderly society.

"Time was when a trade union was an association, formed for the purpose of promoting the welfare of its members through bargaining for better conditions at the working place... Today unions have become groups which pressure society to obtain financial advantages through no matter what means, even if the community has to be held up for ransom. Thus, during the past year we have witnessed strikes accompanied by violence and wanton destruction of property, civil disobedience and disregard for the law, intimidation and threats against innocent bystanders and many other unsavoury acts.

"The bargaining process has deteriorated into taking an entrenched position and threatening to take the place apart, irrespective of whether the community or the enterprise can afford their demands... The word "inflation" is bandied about as the cause for all the misery in the world today, and responsibility for this unhealthy state of affairs is laid at the feet of big business, which "rips off" the little man and is unmindful of his well-being. But it is high time that labour recognizes that—as Marvin Kosters of the Cost of Living Council has put it—'Labour costs are, of course, a large fraction of total costs in the economy. About two thirds of the value of gross product for non-financial corporations is accounted for by employee compensation.' It is all right to discuss and bargain for legitimate wage increases and COLA (cost of living allowances) in an atmosphere of reason, but when these demands become excessive (and hikes of around 30 per cent over a one-year contract definitely are) labour unions should realize that they fan the flames of inflation rather than extinguish them.

"The question remains whether the unions, as they exist today, have not outlived their usefulness. Is there not a better way to cement relations between labour and management, without the economy of an entire nation being held at the mercy of a few unions' leaders whose income does not diminish during a strike. Perhaps a first step toward a solution might be found in legislation obliging unions during a work stoppage either to pay their members the same wages they had before the strike started or for union executives also to be deprived of income during a strike. They also should be held legally responsible for any material damages sustained by an enterprise as a result of unlawful activities. Another remedy perhaps would be for management to make its employees shareholders in the enterprise. This might help to resuscitate pride and quality of workmanship, reduce absenteeism and reward loyalty with dividends at the end of the successful production year." John van der Feyst, *Canadian Business*.

PRICES & EMPLOYMENT

Wholesale, December

The general wholesale price index decreased 1.9 per cent in December to 481.9 from the revised November index of 491.3. It was the first monthly decrease since September 1973. Compared with December 1973, the index was 16.7 per cent higher. Four of the eight major groups decreased, two increased, and two were unchanged.

The vegetable products group index decreased 5.3 per cent to 539.4 from the November index of 569.7, reflecting a price decline for sugar and its products of 22.6 per cent, and 18.4 per cent for fresh fruits. Because of a sharp decline in the prices of raw cotton, the textile products component declined 4.2 per cent to 405.3 from the November index of 423.0.

Non-ferrous metals declined 2.1 per cent; animal products and iron products were unchanged; non-metallic minerals rose 0.1 per cent and chemical products 2.7 per cent, as a result of increases for soap and detergents and fertilizer materials.

City Consumer, January

Consumer price indexes rose in all regional cities during January with increases ranging from 0.1 per cent in Winnipeg to 0.8 per cent in Saint John and Quebec. Food indexes advanced in nine cities, declined in four, and were unchanged in one. Prices were generally higher for dairy, bakery and cereal products, eggs, processed fruit and vegetables, beverages and food eaten away from home but there was a decline in the prices of most meats, poultry, fresh fruit and sugar. Housing components rose in twelve cities and were unchanged in two because of higher household operation costs and increased wages for household help. Clothing indexes increased in eight cities and declined in six; transportation components rose in all cities as a result of higher prices for imported cars and increased train fares. Health and personal care indexes increased in thirteen cities and were unchanged in one, and prices were generally higher for pharmaceuticals and toiletries. Tobacco and alcohol components rose in twelve cities and were unchanged in two, reflecting higher prices for alcoholic beverages consumed at home and, in several centres, increased prices for tobacco products. Recreation, education and reading indexes increased in nine cities and were unchanged in five.

Consumer, January

The Consumer Price Index for Canada (1961 = 100) rose 0.5 per cent, to 176.6 in January from 175.8 in December, recording its lowest month-to-month movement since October 1973, Statistics Canada reported. Between January 1974 and January 1975, the CPI advanced 12.1 per cent, with more than one third of the 12-month increase due to higher food prices and a further one quarter to advances in the housing component. In January 1975, lower retail prices for sugar, beef and poultry largely offset higher prices for fresh milk, eggs and cereal and bakery products—limiting the rise in the food index to 0.3 per cent. Two thirds of this increase was because of higher prices for food consumed outside the home, which, on average, advanced by 1.3 per cent.

The index for all-items other than food advanced 0.6 per cent, primarily because of higher electricity and gas rates, increased prices of alcoholic beverages, advances in rail fares and increased prices for automobiles from outside North America. The effect of these price rises was partially offset by slightly lower clothing prices, and by a decrease in the home-ownership index as a result of price reductions for building materials.

The Consumer Price Index reclassified by goods and services gives another view of the incidence of price change. Between December and January, the total goods index advanced 0.4 per cent and the index for services advanced 0.5 per cent.

On a seasonally adjusted basis the December to January rise in the all-items Consumer Price Index was 0.5 per cent, less than half the rate of increase of the preceding three months. The food index, seasonally adjusted, rose 0.1 per cent, and all-items excluding food advanced 0.6 per cent.

Employment, January

The seasonally adjusted employment level was estimated at 9,227,000 for the week ended January 18, a decline of 38,000 from December, Statistics Canada reported. The level declined by 32,000 for men 25 years of age and over, but for women in that age group it increased by 26,000. For persons age 14-24, employment declined by 37,000. Full-time employment declined by 59,000, with most of the decrease, 56,000, occurring among men.

On a provincial basis, employment declined in Ontario by 37,000 and in British Columbia by 16,000. There were increases in Newfoundland, 3,000; Prince Edward Island, 1,000; Quebec, 1,000; Manitoba, 2,000; Saskatchewan, 5,000; and Alberta, 2,000. There was no change in Nova Scotia and New Brunswick.

Unemployment

There was a substantial increase of 70,000, to 660,000, in the seasonally adjusted level of unemployment. The level for men 25 years of age and over increased by 38,000 to 251,000 and that for persons 14-24 years of age advanced by 27,000 to 325,000.

The level for persons unemployed for three months or less increased by 53,000 and that for persons unemployed for four months or more by 20,000. The unemployment level increased for all provinces with the exception of Nova Scotia, where there was a slight decline, and in Quebec and Saskatchewan, where the level was unchanged. The largest increase, 54,000, was in Ontario.

Unemployment Rates

There was a substantial increase of 0.7 (from 6.0 to 6.7) between December and January, in the seasonally adjusted unemployment rate. The rate increased by 0.8 to 5.2 for men 25 years of age and over; the rate for women in that age group was unchanged at 3.6. For persons 14-24 years of age, the rate increased by 1.0 to 11.8. By province, the rate advanced by 1.4—mainly in Ontario. Increases occurred also in Newfoundland, 0.1; New Brunswick, 0.3; Manitoba, 0.7; Alberta, 0.5; and British Columbia, 0.7. In Nova Scotia the unemployment rate declined by 1.3, and it was unchanged in Quebec and Saskatchewan.

Participation Rates

The seasonally adjusted participation rate for Canada increased by 0.1 to 58.8 in January, primarily because of an increase of 0.4 for women 25 years of age and over. The participation rate increased in all provinces with the exception of Prince Edward Island, Nova Scotia, and British Columbia, where it declined. The largest increase, 1.3, was in Newfoundland, and the largest decrease, 0.9, was in British Columbia.

Actual Data

In January, the labour force was estimated to be 9,683,000 persons, of whom 8,866,000 were employed and 817,000 unemployed. The unemployment rate was 8.4 in January 1975 compared with 6.9 in January 1974. The participation rate was 57.5 compared with 56.8 in January 1974.

During January the Minister of Labour appointed conciliation officers to deal with the following disputes:

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of maintenance employees)(Conciliation Officer: A. E. Koppel).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of traffic and reservation employees)(Conciliation Officer: A. E. Koppel).

Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Conciliation Officer: M. K. Carson).

National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Officer: M. Archambault).

Delta Cable Television Ltd., Delta, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

Canadian Wirevision Limited, Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

Western Cablevision Limited, Surrey, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

North West Community Video Ltd., North Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J.M. Collins).

Nordair Limited, Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing a unit of flight attendants) (Conciliation Officer: G. R. Doucet).

Active Cartage Limited, Rexdale, Ont., and Teamsters Local 879 and General Truck Drivers Union, Local 938 (Conciliation Officers: T. B. McRae and K. Hulse).

National Harbours Board, Port of Montréal, Montréal, Qué., and le Syndicat national des employés de Bureau du Port de Montréal (Conciliation Officer: M. Archambault).

National Harbours Board, Port of Montréal, Montréal, Qué., and Syndicat national des employés du Port de Montréal (CSN)(representing general workers; grain elevator employees; refrigerator warehousemen and stationary engineers)(Conciliation Officer: S. T. Payne).

Harbour Ferries Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: J. M. Collins).

National Harbours Board, Montréal, Qué., and National Harbours Board Police Brotherhood Montréal (Conciliation Officer: G. R. Doucet).

Les Déménagements Côté Ltée, Québec, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: G. R. Doucet).

Imperial Marine Industries Limited, North Surrey, B.C., and Canadian Merchant Service Guild (representing a unit of masters and mates)(Conciliation Officer: A. A. Franklin).

Settlements by conciliation officers. Hendrie and Company Limited, Toronto, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: K. Hulse) (LG, March).

Christensen Canadian Enterprises Limited, North Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: A. A. Franklin)(LG, March).

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild, The Fraser Pilots' Association (Conciliation Officer: J. M. Collins) (LG, March).

Pacific Pilotage Authority, Vancouver, B.C., and Pacific Pilotage Employees' Union, Local 1678 (CLC) (Conciliation Officer: J. M. Collins)(LG, February).

Northern Industrial Carriers Limited, Edmonton, Alta., and General Teamsters, Local 362 and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: D. H. Cameron)(LG, February).

Canadian Pacific Air Lines, Limited, Vancouver, B.C., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of clerical employees in the Accounting and Computer Services Departments) (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, February).

Strike action following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). D.C.B. Industries Ltée. St-Laurent, Qué., Champlain Sept Iles Express Inc., St-Hubert, Qué., and Brazeau Transport Inc., Rouyn, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: S. T. Payne) (strike action commenced January 6, 1975)(LG, March).

Dispute lapsed following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Charterways Co. Limited and General Truck Drivers' Union, Local 938 (representing a unit of regular part-time school bus and charter drivers based at Bowmanville, Ont.)(Conciliation Officer: H. A. Fisher)(LG., Sept. 1974).

Conciliation commissioner appointments. Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T)(Conciliation Commissioner: George S.P. Ferguson, Q.C.)(LG, March).

British Columbia Telephone Company, Vancouver, B.C., and Federation of Telephone Workers of British Columbia (representing employees of Traffic, Plant and Clerical Divisions)(Conciliation Commissioner: Hugh G. Ladner)(LG, March).

Central Broadcasting Company, Prince Albert. Sask., and International Brotherhood of Electrical Workers, Local 529 (Conciliation Commissioner: G. D. Eamer)(LG, February).

Atomic Energy of Canada Limited, Ottawa, Ont., and Oil, Chemical and Atomic Workers' International Union, Local 9-785 (representing a unit of employees at the employer's Heavy Water Plant at Glace Bay, N.S.)(Conciliation Commissioner: Judge Nathan Green, Q.C.)(LG, February).

Swan River-The Pas Transfer Ltd., Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Commissioner: J. F. O'Sullivan) (LG, January).

Conciliation commissioner reports received. Central Broadcasting Company, Prince Albert, Sask., and International Brotherhood of Electrical Workers, Local 529 (Conciliation Commissioner: G. D. Eamer)(see above).

Kootenay Broadcasting Company Limited and E.K. Radio Ltd., Cranbrook, B.C., and Association of Commercial and Technical Employees Local 1705 (CLC) (representing a unit of employees at CJAT/AM and FM, Trail, B.C.)(Conciliation Commissioner: Hugh G. Ladner)(LG, March).

Eastern Telephone and Telegraph Company, Sydney, N.S., and International Brotherhood of Electrical Workers, Local 2096 (Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, March).

Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division)(Conciliation Commissioner: Hugh G. Ladner) (LG, February).

Conciliation board fully constituted. The Conciliation Board established to deal with a dispute between Canadian National Railway Company, Montréal, Qué., and Canadian National Railways Police Association (representing a unit of employees classified as sub-inspector, investigator and special agent) was fully constituted with the appointment of Thomas C. O'Connor of Toronto. Mr. O'Connor was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee J. W. Healy, Q.C., and Dennis R. Latten, both of Toronto.

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Mediator: H. Bartenbach) (LG, March).

Q.C.T.V. Ltd., Edmonton, Alta., and International Brotherhood of Electrical Workers, Local 1007 (Mediator: A. A. Franklin).

Settlement reached by mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Bulk Carriers Limited, Mississauga, Ont., Lou's Transport Limited, Rexdale, Ont., and Tank Truck Transport Limited, Rexdale, Ont., and Teamsters Locals 91, 106, 141, 880, 938 and 990 (Mediator: T. B. McRae)(LG, March).

Strike action following appointment of mediator under Sec. 195 of the Canada Labour Code (Part—Industrial Relations). Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Mediator: H. Bartenbach) (strike action commenced January 9, 1975)(see above).

Additions to the Library

LIST NO. 312

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans, please indicate the publication numeral and the month listed.

ABSENTEEISM

1. Bureau of National Afairs, Washington, D.C. Employee absenteeism and turnover. Washington, 1974. 45p.

2. Yolles, Stanley Fausst. Absenteeism in industry, by Stanley F. Yolles, Pasquale A. Carone and Leonard W. Krinsky. Springfield, Ill., Thomas, 1974, c1975. 141p.

ACCIDENTS

3. U.S. Bureau of Labor Statistics. Occupational injuries and illnesses by indutry 1972. Washington, GPO, 1974. 120p.

4. U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Aeronautics. Railroad Safety. Hearings, Ninety-third Congress, second session on H.R. 14076...and H.R. 14077...May 3, 6 and 17, 1974. Washington, G.P.O., 1974. 180p.

ARBITRATION, INDUSTRIAL

5. Blockhaus, Arthur P. Grievance arbitration case studies. Boston, Cahners Books, 1974. 408p.

6. Nothdurft, K.H. The complete guide to succesful business negotiation. London, Leviathan House, 1974. 196p.

AUTOMATION—LABOUR ASPECTS

7. U.S Bureau of Labor Statistics. Technological change and manpower trends in six industries: textile mill products, lumber and wood products, tires and tubes, aluminum, banking and health services. Washington, GPO, 1974. 66p.

CANADA—POLITICS AND GOVERNMENT

8. Aucoin, Peter. Knowledge, power and public policy, by Peter Aucoin and Richard French. Ottawa, Information Canada, 1974. 95p.

COLLECTIVE AGREEMENTS

9. U.S. Bureau of Labor Statistics. Characteristics of agreements covering 1,000 workers or more, July 1, 1973. Washington, GPO, 1974. 72p.

COLLECTIVE BARGAINING

10. Collins, John James. Bargaining at the local level. New York, Fordham University Press, 1974. 191p.

11. Pisapia, John Ralph. Professional values and faculty unionism. Ann Arbor, Mich., University Microfilms, 1974. 192p.

12. Tanimoto, Helene S. Guide to statutory provisions in public sector collective bargaining: strike rights and prohibitions, by Helene S. Tanimoto and Joyce M. Najita. Honolulu, Industrial Relations Center, University of Hawaii, 1974. 93p.

13. Weisberger, June. Examples of language and interpretation in public sector collective bargaining agreements: a guide for public officials and other interested parties. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1974. 115p.

COMMUNISM

14. McEwen, Tom. The forge glows red; from blacksmith to revolutionary. Toronto, Progress Books, 1974. 260p.

CORPORATIONS, INTERNATIONAL

15. Wilkins, Mira. The maturing of multinational enterprise: American business abroad from 1914 to 1970. Cambridge, Mass., Harvard University Press, 1974. 590p.

DIRECTORS OF CORPORATIONS

16. Duties and responsibilities of boards of directors in Canada; a symposium held in Toronto, May 1974. Ottawa, Conference Board in Canada, 1974. 44p.

DISCRIMINATION IN EMPLOYMENT

17. U.S. Equal Employment Opportunity Commission. Affirmative action and equal employment; a guidebook for employers. Washington, GPO, 1974. 2v.

ECONOMIC POLICY

18. Committee for Economic Development. How the United States and Japan see each other's economy; an exchange of views between the American and Japanese Committee for Economic Development. Isaiah Frank and Ryokichi Hirono, editors. New Yrok, 1974. 143p.

19. Committee for Economic Development. Toward a new international economic system; a joint Japanese- American view; a statement by the Research and Policy Committee of the Committee for Economic Development and Keizai Doyukai, the Japan Committee for Economic Development. New York, 1974. 54p.

20. Maxwell, Judith, ed. Policy review and outlook, 1975; restructuring the incentive system. Montreal, C.D. Howe Research Institute, 1974. 159p.

HOURS OF LABOUR—FLEXIBLE HOURS

21. Québec (City). Université Laval. Département des relations industrielles. L'aménagement des temps de travail; l'horaire variable et la semaine comprimée, par Jean Boivin et al. Publié sous la direction de Jean Sexton et Jean Boivin. Québec, Les Presses de l'Université Laval, 1974. 337p.

HUMAN RELATIONS

22. Avis, Warren E. Shared participation: finding group solutions to personal, corporate, and community problems. 1st ed. Garden City, N.Y., Doubleday, 1973. 180p.

HUMAN RIGHTS

23. Puerto Rico. Civil Rights Commission. The protection of human rights of women in the Inter-American system, prepared for the First Inter-American Seminar on Human Rights by the Civil Rights Commission of the Commonwealth of Puerto Rico, April 3-6, 1974. Presented by Carmen R. Maymi, Director, Women's Bureau, U.S. Department of Labor. Washington, U.S. Women's Bureau, U.S. Department of Labor, 1974. 36p.

INDUSTRIAL DISPUTES

24. Paterson, Lee T. Management strike handbook; a guide to handling public employee strikes, by Lee T. Paterson and John Liebert. Chicago, International Personnel Management Association, 1974. 43, 29p.

INDUSTRIAL HEALTH

25. Brodeur, Paul. Expendable Americans: New York, Viking Press, 1974. 274p.

INDUSTRIAL RELATIONS

26. Bendix, Reinhard. Work and authority in industry; ideologies of management in the course of industrialization. Berkeley, University of California Press, 1974. 464p.

INDUSTRY—SOCIAL ASPECTS

27. Kempner, Thomas. Business and society; tradition and change, by Thomas Kempner, Keith MacMillan and Kevin Hawkins. London, Allen Lane, c1974. 288p.

INFLATION

28. Tongue, William. How we can halt inflation and still keep our jobs. Homewood, Ill., Dow Jones-Irwin, 1974. 237p.

INVESTMENTS

29. Conference Board. Capital investments: appraisals and limits, by Patrick J. Davey. New York, 1974. 42p.

LABOUR LITERATURE

30. Fowke, Edith Fulton. Songs of work and protest, by Edith Fowke and Joe Glazer. New York, Dover, 1973. 209p.

LABOUR ORGANIZATION

31. Fried, Albert, comp. Except to walk free; documents and notes in the History of American labor. Garden City, N.Y., Anchor Press, 1974. 340p.

MANAGEMENT

32. Grossman, Lee. The change agent. New York, AMACOM, 1974. 168p.

33. Man and the future of organizations. Edited by Carl A.

Bramlette, Jr. and Michael H. Mescon. Atlanta, Ga., Dept. of Management, School of Business Administration, Georgia State University, 1974. 57p.

MANPOWER POLICY

34. Emergency employment act; the PEP generation. Edited by Sar A. Levitan and Robert Taggart. Salt Lake City, Olympus, 1974. 257p.

35. Mangum, Garth Leroy. Manpower planning for local labor markets, by Garth Mangum and David Snedeker. Salt Lake City, Olympus, 1974. 335p.

PENSIONS

36. National Tax Association—Tax Institute of America symposium: New developments in tax administration and pension plans...Washington, D.C., July 11-12, 1974. Washington, D.C., National Tax Journal, 1974. p.371-493.

PUBLIC WELFARE

37. Burke, Vincent J. Nixon's good deed: welfare reform, by Vincent J. and Vee Burke. New York, Columbia University Press, 1974. 243p.

RACE PROBLEMS

38. Hughes, David R. The anatomy of racism: Canadian dimensions, by David R. Hughes and Evelyn Kallen. Montreal, Harvest House, 1974. 230p.

SHIFT SYSTEM

39. Crump, C. Kenneth. Master rotation for shift work, by C. Kenneth Crump and E.F. Peter Newson. London, Ont., Research and Publications Division, School of Business Administration, University of Western Ontario, c1974. 44p.

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labour statistics

Principal Items	Date	Amount	Percentage Change from Previous Month	Percentage Change from Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended January 18, 1975		9,683	– 0.3	+ 4.3
Employed	January 1975	8,866	– 2.8	+ 2.5
Agriculture	"	398	– 2.7	+ 3.1
Non-agriculture	"	8,468	– 2.8	+ 2.5
Paid workers	"	7,884	– 2.9	+ 2.3
At work 35 hours or more	"	6,948	– 4.2	+ 1.7
At work less than 35 hours	"	1,528	– 2.2	+ 3.9
Employed but not at work	"	390	+ 27.0	+ 13.4
Unemployed	"	817	+ 36.9	+ 28.3
Atlantic	"	112	+ 27.3	+ 19.1
Quebec		271	+ 24.9	+ 12.9
Ontario	"	264	+ 61.0	+ 52.6
Prairies	"	67	+ 36.7	+ 11.7
British Columbia	"	102	+ 29.1	+ 45.7
Without work and seeking work	"	735	+ 36.4	+ 23.7
On temporary layoff up to 30 days	"	82	+ 41.4	+ 90.7
INDUSTRIAL EMPLOYMENT (1961 = 100)†	October 1974	145.8	– 0.1	+ 3.5
Manufacturing employment (1961 = 100)†	"	134.3	– 1.1	+ 0.5
IMMIGRATION	1st 9 mon. 1974	166,401	–	–
Destined to the labour force	"	81,655	–	–
STRIKES AND LOCKOUTS				
Strikes and lockouts	December 1974	130	– 42.2	+ 56.6
No. of workers involved	"	25,478	– 67.5	– 59.3
Duration in man days	"	317,110	– 44.2	– 3.1
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	October 1974	187.10	+ 1.5	13.2
Average hourly earnings (mfg.)†	"	4.63	+ 2.0	16.3
Average weekly hours paid (mfg.)†	"	39.2	–	– 2.0
Consumer price index (1961 = 100)	January 1975	176.6	+ 0.5	+ 12.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	October 1974	139.9	+ 0.9	+ 1.5
Total labour income (millions of dollars)†	December 1974	6,704.8	+ 1.5	+ 21.1
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100)	December 1974	214.5	– 0.7	– 2.4
Manufacturing	"	210.4	– 1.1	– 2.8
Durables	"	181.8	– 0.5	– 3.9
Non-durables	"	246.5	– 1.7	– 1.8
NEW RESIDENTIAL CONSTRUCTION**				
Starts	December 1974	169,437	–	– 19.9
Completions	"	202,989	–	+ 2.8
Under construction	"	138,360	–	– 20.9

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
†Advance data.
‡Preliminary.
**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year: Strikes and Lockouts	Workers Involved	Duration in Man-Days: Man-Days	Duration in Man-Days: Percentage of Estimated Working Time
1969	566	595	306,799	7,751,880	0.46
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	721	348,527	5,776,140	0.30
1973:					
December	22	84	59,132	304,670	0.21
1974:					
January	66	112	24,122	264,860	0.16
February	71	132	44,475	424,270	0.28
March	83	144	51,473	437,630	0.27
April	120	187	66,484	620,510	0.38
May	143	254	96,535	1,398,940	0.80
June	121	226	217,420	2,025,650	1.24
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
*December	31	130	25,478	317,110	0.20

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, DECEMBER, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month: Strikes During Lockouts	Workers Involved	Man-Days
Agriculture	-	1	503	700
Forestry	-	-	-	-
Fishing	-	1	35	700
Mines	-	3	881	3,730
Manufacturing	15	75	15,376	209,980
Construction	3	7	1,985	27,370
Transpn. & utilities	5	16	2,452	21,840
Trade	3	8	2,062	6,040
Finance	-	-	-	-
Service	2	13	1,740	34,590
Public administration	3	6	444	2,160
All industries	31	130	25,478	317,110

STRIKES AND LOCKOUTS, DECEMBER, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month: Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	1	2	185	830
Prince Edward Island	-	-	-	-
Nova Scotia	2	4	307	1,820
New Brunswick	2	3	228	1,880
Quebec	9	47	10,549	156,790
Ontario	8	36	5,897	86,210
Manitoba	1	4	611	10,930
Saskatchewan	1	5	302	3,720
Alberta	1	5	2,153	9,680
British Columbia	2	17	3,322	39,010
Federal	4	7	1,924	6,240
All jurisdictions	31	130	25,478	317,110

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: December	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Agriculture						
*Canada Dept. of Agriculture Various locations in Canada	Public Service Alliance of Canada (CLC)	503	700	2,450	Nov. 23 Dec. 5	Wages—Settled by mutual agreement
Mines						
METAL MINES						
Canex Placer Development, Endako Mines Division, Fraser Lake, B.C.	Can. Assoc. of Industrial Mechanical Workers Loc. 17 (CCU)	420	4,600	19,690	Oct. 11 Dec. 16	Wages & fringe benefits—Settled by mutual agreement
Les Mines Patino du Québec Chibougamau, Qué.	Steelworkers Loc. 5914 (AFL/CIO/CLC)	410	9,080	12,890	Nov. 18	Wages, cost-of-living clause—
Manufacturing						
FOOD & BEVERAGES						
Hiram Walker and Sons Ltd. Windsor, Ont.	Can. Union of Distillery Workers, Loc. 1 (Ind.)	800	9,600	93,600	July 2 Dec. 18	Slowness in negociations—Wage increases, cost-of-living clause
Boulangerie Christie Ltd. Montréal, Qué.	Bakery Workers Loc. 55 (AFL/CIO/CLC)	180	3,600	12,600	Sept. 20	Firing of two employees—
Hiram Walker & Sons Ltd. Winfield, B.C.	Distillery Workers Loc. 202 (AFL/CIO/CLC)	175	1,750	7,350	Oct. 16 Dec. 16	Respecting picket line set up by Union of Distillery Workers from Walkerville plant. —Settled by mutual agreement
Avico (1970) Ltd. Iberville, Qué.	Commerce Federation (CNTU)	269	5,380	12,380	Oct. 25	Wages—
*Robin Hood Flour Mill, Montréal, Qué.	Commerce Fed'n. (CNTU)	125	2,500	3,500	Nov. 20	Cost-of-living adjustment, grievances—
Carling O'Keefe Vancouver, B.C.	Brewery Workers Loc. 300 (AFL/CIO/CLC)	250	750	750	Dec. 27	Protesting lay-offs—
RUBBER						
Canadian Technical Tape, Montréal, Qué.	Federation of Paper Workers (CNTU)	180	3,600	12,600	Sept. 20	Wages, cost-of-living escalator clause, voluntary overtime—
TEXTILES						
Hubbard Dyers Ltd. Montréal, Qué.	(CNTU)	270	5,400	10,800	Nov. 4	Wages & fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: December	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
KNITTING MILLS						
Penmans Ltd. Saint-Hyacinthe, Qué.	Textile Federation (CNTU)	330	6,600	48,510	May 31	Wages–
WOOD						
Canadian Forest Products Huntting-Merritt, B.C.	Woodworkers Loc. 1-2 (AFL-CIO/CLC)	200	4,000	115,600	Sept. 13/ 72	Shorter hours, elimination of piece work rates of pay
PRINTING & PUBLISHING						
Six printing firms Montréal, Qué.	Fed'n. of Communication (CNTU)	229	1,600	5,720	Nov. 6 Dec. 11	Not reported–Not reported
Montreal Fast Print (1966) Ltd. Montréal, Qué.	(CNTU)	170	850	1,700	Nov. 25 Dec. 9	Misunderstanding with union president–Settled by mutual agreement
PAPER						
Papeterie Canadienne Joliette, Qué.	Communication Workers Fed'n. (CNTU)	180	3,600	22,680	July 3	Wages & fringe benefits–
Sonoco Products Ltd. Terrebonne, Qué.	Federation of Paper Workers (CNTU)	110	2,200	8,690	Sept. 9	Seniority, cost-of-living adjustment–
Québec Containers Ltd., Québec Carton Montréal, Qué.	Canadian Paper-workers Loc. 667 (CLC)	152	1,980	8,360	Oct. 2 Dec. 11	Cost-of-living adjustment– Not reported.
Dryden Paper Co. Ltd., Dryden, Ont.	Can. Paperworkers Loc. 105 (CLC)	200	200	200	Dec. 2 Dec. 4	Cost-of-living adjustment– Return of workers
MacMillan Bloedel Ltd., Harmac, B.C.	Pulp & Paper Workers of Canada Loc. 8 (CCU)	1,100	3,300	3,300	Dec. 5 Dec. 10	Use of locks to mark equip-ment under repair–Dispute settled.
Dryden Paper Co. Ltd., Dryden, Ont.	Can. Paperworkers Loc. 105 (CLC)	200	400	400	Dec. 6 Dec. 8	Cost-of-living adjustment– Return of workers
Compagnie Interna-tional de Papier du Canada La Tuque, Qué.	Canadian Paper-workers Loc. 530 (CLC)	1,220	8,710	8,710	Dec. 6 Dec. 16	Cost-of-living adjustment– Workers called back by employer
Fibracan Inc. Chomedey, Qué.	Woodworkers Loc. 2-279 (AFL-CIO/CLC)	140	1,960	1,960	Dec. 10	Wages & fringe benefits–
METAL FABRICATING						
Québec Wires Trois-Rivières	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	1,250	1,250	Dec. 16	Employees locked-out–
MACHINERY						
Canadian Tyler Refrigeration Ltd. Barrie, Ont.	Steelworkers Loc. 6585 (AFL-CIO/CLC)	150	3,000	5,850	Nov. 3	Contract issues–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT'D

Industry / Employer / Location	Union	Workers Involved	Duration in Man-days: December	Duration in Man-days: Accumulated	Starting Date / Termination Date	Major Issues / Result
TRANSPORTATION EQUIPMENT						
United Aircraft of Canada, Ltd. Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	1,800	36,000	561,000	Jan. 7	Union security, wages, cost-of-living clause–
Glendale Corporation Strathroy, Ont.	Machinists Loc. 2374 (AFL-CIO/CLC)	350	350	20,300	Sept. 10 Dec. 3	Fringe benefits–Not reported
Flyer Industries Ltd., Winnipeg, Man.	Can. Assoc. of Industrial Mechanical Workers (CCU)	500	10,000	30,500	Oct. 1	Wages & union jurisdiction
Bendix Home Systems Ltd., Hensall, Ont.	Carpenters Loc. 3054 (AFL-CIO/CLC)	285	2,000	3,430	Nov. 25 Dec. 11	Wages & cost-of-living clause– Settled by mutual agreement
M.L.W. Industries Montréal, Qué.	Steelworkers Loc. 4589 (AFL-CIO/CLC)	900	9,000	9,000	Dec. 2 Dec. 16	Wages, cost-of-living clause– Wage increases, cost-of-living clause & improved benefits
ELECTRICAL PRODUCTS						
C.P. Clare Canada Weston, Ont.	U.E. Loc. 518 (CLC)	275	5,500	9,350	Nov. 11	Wages & fringe benefits–
Electrolux Canada Ltd., Pointe-Claire, Qué.	Steelworkers Loc. 6608 (AFL-CIO/CLC)	520	10,400	15,600	Nov. 18	Wages & fringe benefits
NON-METALLIC MINERAL PRODUCTS						
Fiberglass Canada Ltd., Candiac, Qué.	Oil Workers Loc. 9821 (AFL-CIO/CLC)	275	5,500	7,430	Nov. 21	Contract issues–
CHEMICAL PRODUCTS						
Rexall Drug Co. Ltd. Mississauga, Ont.	Chemical Workers Loc. 279 (AFL-CIO/CLC)	153	3,060	6,730	Oct. 28	Not reported–
MISCELLANEOUS						
St. Lawrence Manufacturing Co. Inc., Giffard, Qué.	Steelworkers Loc. 6072 (AFL-CIO/CLC)	355	2,490	12,790	Oct. 22 Dec. 11	Not reported–Not reported
Kodak Canada Ltd. Toronto & Brampton, Ont.	Chemical Workers Loc. 159 (AFL-CIO/CLC)	1,047	18,850	35,600	Nov. 7 Dec. 30	Cost-of-living clause, union security–Not reported
Construction						
Montreal Construction tion Association Montréal, Qué.	Structural Iron Workers Loc. 823 (AFL-CIO/CLC)	1,200	18,000	21,600	Nov. 27	Cost-of-living adjustment–
Construction Labour Relations Association. Various locations, B.C.	Boilermakers Loc. 359 (AFL-CIO/CLC)	400	8,000	12,000	Nov. 18	Wages–Wage increases

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry Employer Location	Union	Workers Involved	Duration in Man-days December	 Accumulated	Starting Date Termination Date	Major Issues Result
*Atomic Energy of Canada Ltd. Glace Bay, N.S.	Oil Workers Loc. 9785 (AFL-CIO/CLC)	130	70	70	Dec. 17 Dec. 17	Slowness in negociations— Return of workers
Newfoundland Engineering & Construction Ltd. St. John's, Nfld.	Labourers & Carpenters (AFL-CIO/CLC)	150	300	300	Dec. 18 Dec. 20	Holiday pay—Return of workers
Transportation & Utilities						
TRANSPORTATION						
Cie de Transport Saint-Maurice, Shawinigan & Trois-Rivières, Qué	Three CNTU unions	127	2,000	5,450	Oct. 24 Dec. 23	Slowness in negociations; wages, hours of work, cost-of-living—Not reported
British Columbia Railway Co. Various Locations, B.C.	Five unions	550	12,180	16,110	Nov. 21	Wages & union jurisdiction—
*Air Canada Winnipeg, Man.	Can. Air Line Employees Assoc. (CLC)	600	600	600	Dec. 5 Dec. 6	Job reclassification—Return of workers after one-day study session
*Nine Departments Various Locations	Public Service Alliance of Canada (CLC)	426	1,420	1,420	Dec. 18 Dec. 23	Wages—Return of workers
COMMUNICATIONS						
*CKTS, CHLT (4 radio stations) Sherbrooke, Qué.	NABET (AFL-CIO/CLC)	110	330	11,400	June 29 Dec. 20	Wages—Not reported
POWER, GAS & WATER						
Gaz Metropolitain Inc., Montréal, Qué.	Office Employees Loc. 463 (AFL-CIO/CLC)	250	250	1,500	Nov. 25 Dec. 3	Wages, cost-of-living escalator clause—Wage increases, cost-of-living clause.
Nova Scotia Power Commission Point Tupper, N.S.	IBEW (AFL-CIO/CLC)	123	210	210	Dec. 30	Travel allowance— Not reported
Trade						
RETAIL						
Canada Safeway Edmonton, Alta.	Food Workers Loc. 312 (AFL-CIO/CLC)	172	170	1,460	Nov. 21 Dec. 3	Wages & fringe benefits— Settled by mutual agreement.
Canada Safeway Edmonton, Alta.	Retail Clerks Loc. 401 (AFL-CIO/CLC)	1,614	1,610	10,830	Nov. 21 Dec. 3	Wages & fringe benefits— Settled by mutual agreement; wage increases & improved benefits

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONCL

Industry Employer Location	Union	Workers Involved	Duration in Man-days December	 Accumulated	Starting Date Termination Date	Major Issues Result
WHOLESALE						
International Harvester Co. (Parts Dept.) Burlington, Ont.	Auto Workers (CLC)	150	3,000	8,850	Oct. 4	Wages–
Services						
EDUCATION						
Windsor Board of Education Windsor, Ont.	Ontario Secondary School Teachers' Federation (Ind.)	661	13,220	16,530	Nov. 19	Wages–
Lakehead Board of Education Thunder Bay, Ont.	Ont. Secondary School Teachers Fed'n (Ind.)	554	11,080	13,300	Nov. 26	Wages & fringe benefits–
HEALTH & WELFARE						
Norwood Auxiliary Hospital Dr. A. McGugan Nursing Home Edmonton, Alberta	Public Employees Loc. 1158 (CLC)	300	6,640	9,210	Nov. 19	Wage increases to non-union workers–
Public Administration						
LOCAL ADMINISTRATION						
Cité de Hull – City of Hull Hull, Qué.	Public Service Employees Fed'n (CNTU)	150	300	2,550	Nov. 9 Dec. 4	Wages & fringe benefits– Settled through conciliation; wage increases
City of Bathurst Bathurst, N.B.	Public Employees (CLC)	100	100	100	Dec. 3 Dec. 4	Not reported–Not reported

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price $1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. Bilingual. Cat. No. L2-557.

Working Conditions in Canadian Industry, 1972. (Bilingual). Price $2.00. Cat. No. L2-15/1972.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portigal. Price $4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price $3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price $3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price $1.00. Cat. No. 12-7/1973.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price $1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

Safety Perspective Securité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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